DOCUMENT RESUME

ED 093 535 RC 007 995

AUTHOR	Knezevich, Stephen J., Ed.
TITLE	Administration in a Small Community School. Yearbook 1957. (Department of Rural Education).
INSTITUTION	National Education Association, Washington, D.C. Dept. of Rural Education.
PUB DATE	57
NOTE	171p.; Out of print
EDRS PRICE	MF-$0.75 HC-$7.80 PLUS POSTAGE
DESCRIPTORS	*Administrative Problems; *Administrator Characteristics; Community Involvement; Educational Needs; *Educational Quality; *Leadership; Program Development; Role Conflict; Rural Areas; *Small Schools; Time Factors (Learning)

ABSTRACT

The basic realities which prompted the development and planning of this 1957 Yearbook (prepared by the Department of Rural Education, National Education Association) are: (1) there are and will always be a need for a large number of small schools; (2) the educational program of every small school can be greatly improved; (3) the extent to which needed improvements are actually realized will depend upon the leadership of small school administrators. The Yearbook emphasized the human rather than technical factors in small school administration, mentioning financing or budgetary practices only when they could contribute to a better understanding of the functions of the administrator, administrative relationships, or major trouble spots in small schools. To determine the unique problems which surround these administrative positions, more than 150 administrators in 20 States identified their major concerns. The most serious problem of every small community school is its inability to provide broad educational programs. Limited financial support, obsolete and poorly equipped school buildings, an inadequate provision of instructional tools and materials, and extreme difficulty in attracting and retaining competent teachers made the educational program not only limited in scope but poor in quality. (KM)

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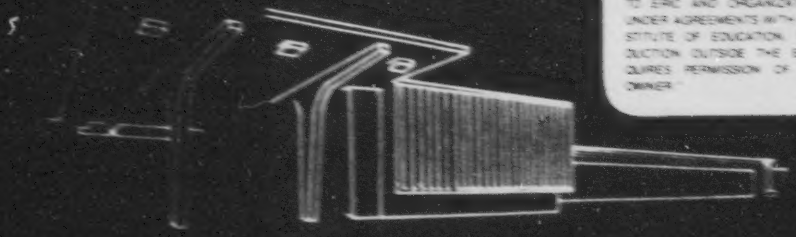

ED 093535

Administration in a Small Community School

Edited by

STEPHEN J. KNEZEVICH

Yearbook 1957
Department of Rural Education
National Education Association of the United States
1201 Sixteenth Street, Northwest, Washington 6, D.C.

RC 007995

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DEPARTMENT OF RURAL EDUCATION

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FOREWORD

The educational program available in a substantial majority of the communities in the United States is provided through what might be considered as small schools. A large number of these schools provide education only for the elementary grades. Some provide only a secondary school program. But very common in most small communities is a school which includes both the elementary and secondary school program in a single school building and under the general supervision and direction of a single administrator.

Small schools, just as large schools, have certain unique administrative and instructional problems. Many of the problems of the small school are a direct result of smallness. Some small schools are good schools; some are not. The basic realities which have prompted the planning and development of this 1957 Yearbook of the Department of Rural Education are: (a) there are at present and there will always be need for a large number of small schools; (b) the educational program of every small school can be greatly improved; (c) the extent to which needed improvements are actually realized will depend in large measure upon the vision and leadership exercised by those whose job is the administration of these small community schools.

The chief identifying characteristics of small schools are their relatively limited number of pupils and teachers. Smaller class size, many opportunities to know children and their families well, a close identification of all the people in the community to the school, ease of communication, a high degree of informality in relationships, and an almost unlimited potential for flexibility in operation are distinct assets to the teachers and administrators who work in small community schools. They need to be recognized and utilized. All too frequently such advantages fail to receive proper emphasis or recognition because of the numerous limitations and shortcomings which are equally real. Perhaps the most serious problem of every small community school is its inability to provide a broad educational program. Limited financial support, obsolete and poorly equipped school buildings, an inadequate provision of instructional tools and materials, and extreme difficulty in attracting and retaining teachers who have the degree of competence and versatility every small school demands contribute in many instances to make the educational program not only limited in scope but also poor in quality.

Providing the leadership necessary to improve the educational program is not a small or simple task. In most instances the administrator in the small community is the chief administrative officer of the school district. He is responsible for budgets, buildings, buses, discipline, guidance, public relations, purchasing, financial accounting, inventories, instructional supervision, teacher selection, and the whole range of school administrative duties. He generally has no assistant and very often little or no clerical help. He finds himself with little time to do anything as well as he could. He is closely observed by all the people of the community he serves and seldom remains on the job for very long—either because he is asked to leave, because he has an opportunity to move to a school system in a position which is a genuine professional advancement, or because the pressures of the job make a comparable administrative position in another small community look more attractive. The history of administration in most small community schools demonstrates a frequency of turnover among administrators which has not generally permitted the continuity of leadership needed to satisfactorily improve the quality of the educational opportunities available.

We believe that every child and every community should have access to an adequate and appropriate educational program. The key problem of the small community school is the quality of the educational program provided. It is not the size of the school that determines its quality. Quality depends upon the adequacy of the teaching staff, the materials and equipment, and the funds available to make the very best possible. Quality depends upon the excellence and vision of the administrator who serves each small community school and upon the concern of the small community in fulfilling its responsibility to its children. We commend this Yearbook for its emphasis upon the key role of the school administrator in community educational leadership.

RALPH C. NORRIS
President
HOWARD A. DAWSON
Executive Secretary

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DEVELOPMENT OF THE YEARBOOK

Yearbooks are today a part of the tradition of professional education organizations in America. They become a reality through the cooperative efforts of selected members of the professional association under whose auspices the yearbook was stimulated, produced, and published. Their avowed purpose is to promote a better understanding of some phase of the total complex called education. More often than not the yearbook attempts to shed some light on a problem of concern to the members of the professional organization at a given moment in history. The extent to which these purposes are realized and the yearbook actually becomes a contribution to literature in the field of education depends upon the degree of excellence which enters into the collection of data, thinking, writing, and organization of the effort.

This 1957 Yearbook of the Department of Rural Education grew out of the desire of the membership, as expressed by the Committee on Publications and Constructive Studies, for a better understanding of administration in small community school districts. The present effort is general in scope. Other yearbooks of the Department have reviewed specific problems in school administration such as pupil transportation and the intermediate unit. But to write on administration in education, even when limited to small communities, is a large and complex undertaking. Many aspects of administration can be explored to produce a volume many times the size of this one.

That it was necessary to place limitations or special emphasis in writing about administration in small communities should be evident. The 1957 Yearbook Committee chose to place the emphasis on what might be called the human rather than technical factors in small school administration. Only major trouble spots were examined. No apologies are made for a lack of a full and technical analysis of the various aspects of administration of the kind one might find in a comprehensive textbook in this field. Thus financing education or budgetary practices were mentioned only in so far as they could contribute to a better understanding of the functions of the administrator, administrative relationships, or major trouble spots in small schools.

In order that this Yearbook might be of maximum benefit to those who serve as administrators in small community schools, a survey was made during the summer and fall of 1955 to determine the unique problems which surround these administrative positions. More than 150 administrators in 20 states assisted the Yearbook Committee by identifying what they considered to be their major concerns. Their responses were most valuable and have been used extensively throughout the development of this Yearbook. The Committee is most grateful for their cooperation and assistance.

Following the development of a basic outline, responsibility for the preparation of the original manuscript for each chapter was assumed by a member of the Yearbook Committee. Since these manuscripts were prepared independently, an effort has been made through editing and revision to eliminate duplication of content and inject a certain degree of uniformity in style.

The 1957 Yearbook Committee recognizes that the completion of a project such as this depends to a large extent upon many people who are nowhere identified individually in the book. The Committee is most appreciative of the active and enthusiastic support of the Department of Rural Education's Committee on Publications and Constructive Studies. We appreciate most their encouragement and guidance. We also wish to express our appreciation to Lois M. Clark, Assistant Director of Rural Service, National Education Association, to H. C. DeKock, Assistant Professor of Education, State University of Iowa, and to Howard E. Wakefield, Assistant Professor of Education, University of Minnesota, for their critical review of the completed manuscripts and suggestions for improvement. The Committee is especially appreciative of the efforts of Robert M. Isenberg who has served not only as a member of the Yearbook Committee but also has directed the technical production and printing of the volume. Without the efforts and assistance of these people and the many others who have contributed, the responsibilities assumed by the 1957 Yearbook Committee could not have been met.

STEPHEN J. KNEZEVICH
Editor

ACKNOWLEDGEMENTS

The Department of Rural Education is indebted and wishes to express its sincere appreciation to the many people who in some way have contributed both their services and their interest in the development and preparation of this 1957 Yearbook. We are most appreciative of the willing acceptance by the Yearbook Committee of responsibility for developing the text and especially of the work of STEPHEN J. KNEZEVICH who has served both as Chairman of the Committee and Editor of the Yearbook.

We also wish to recognize and thank each of the following agencies and individuals for their participation:

State University of Iowa, College of Education—For its continued interest in improving the educational opportunities provided in the rural areas and smaller communities of America and ready willingness to make it possible for PROFESSOR KNEZEVICH to devote a large portion of time to the development and preparation of the Yearbook. Also for the contributions of MRS. JANET JESS of the secretarial staff for her services in the handling of a large volume of correspondence and preparing copies of initial and final drafts of the several chapters.

NEA Division of Rural Service—For preparing and distributing the survey of small community administrators and for coordinating the entire Yearbook project. For the secretarial services of MRS. ESTELLE LAMKIN assisted by JEAN RATCLIFFE in making all of the copy ready for printing. For the services of MARY L. MORELAND in preparing the revision of the Roster of Members.

NEA Division of Publications—For technical assistance and guidance throughout the production of this book, JESSE COWDRICK and CARRIE GRIMSLEY. For the services of KENNETH B. FRYE in designing the cover of the Yearbook and for supervising all of the art work. For the skillful and understanding efforts of MRS. DE GRAFFENRIED LIST in developing the illustrations which have been used throughout the text.

Universal Lithographers, Inc.—For printing services which throughout have been under the general direction and supervision of G. WILLIAM KIRSCHENHOFER.

CHAPTER 1

. . . and Leadership Is His Most Important Contribution

THE purposes of education tell of the important role public schools play in our democracy. Our public schools have served the nation well. Never before in the history of the world have so many been educated so well. Individuals have prospered and our nation has achieved greatness. The dignity of the human personality has been enhanced through education. Yes, there is considerable evidence to support the contention that public education is one of the spiritual as well as material bulwarks of our democracy. Investment of tax funds in the public schools has yielded rich dividends.

However inspiring purposes may be, they are not self-executing. Means must be devised to attain the ends that will enable public schools to continue to add to the well-being of the individual and the nation. School administration is an important means to these all important ends. Administration grows out of the need for planning, organizing, directing, coordinating, and controlling human efforts and material resources so necessary in public education. It is the task of this yearbook to take another look at school administration—in a particular segment of the population. Of concern here is administration in school communities labeled "small" in spite of their existence in large numbers. While focusing on a picture of educational administration, the reasons for operating schools and their contributions to our way of life will be kept uppermost in mind even though seemingly subdued in the background.

S. J. Knezevich, Associate Professor of Education, State University of Iowa, Iowa City, and Editor of the Yearbook, prepared the original draft of Chapter 1.

Certain points of view about administration will be noted throughout the yearbook. That administration is a means to an end was stated previously. This yields a clue on how to evaluate administrative services. School administration is good, bad, or indifferent to the degree it aids reaching the goals of public education. It has been likewise stipulated that the importance of administration is derived not from itself, but rather from the major role played by the public schools in our culture. The importance of good administration is difficult to overestimate.

Even in the smallest of school systems administration is not a one man job. The board of education has a part to play in school administration. And so does the building principal and the faculty. Administration calls for teamwork. This in no way detracts from the importance of the superintendent of schools. His functions are many and his competencies are as demanding as they are varied.

The work of the superintendency has been analyzed into eight major functions which are:

Systematizing Functions

Planning and Evaluation—this activity overlies the entire complex of functions.

Organization—this activity gives form and defines relationships between school units and services.

Information and Advice—this activity determines the means and modes of disseminating and receiving information and advice about the school program.

Coordination and Direction—this activity produces the effective organism based on the organizational skeleton.

Operational Functions

Instruction—this is among the most important of the superintendent's activities.

Personnel Administration—this includes the recruitment, retention, promotion, compensation, transfer, and separation of school employees.

Business Duties, Finance, and the School Plant—this activity defines the relationships in the administration of business affairs.

Services Auxiliary to Instruction—this activity defines the relationships in the administration of special services which aid instruction.[1]

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[1] American Association of School Administrators. *The American School Superintendency.* Thirtieth Yearbook. Washington, D. C.: the Association, a department of the National Education Association, 1952. p. 80-102.

Of the four operational functions of instruction, personnel, business, and auxiliary services, instruction is of major importance. Of the four systematizing functions of planning, organization, information and advice, and coordination and direction, planning is of major importance. But leadership is the ability which generates enthusiasm in any activity and inspires effort toward the solution of problems. *Leadership is indispensable in the execution of all functions.* It can be emphasized, therefore, that *leadership is the most important contribution of a school administrator.*

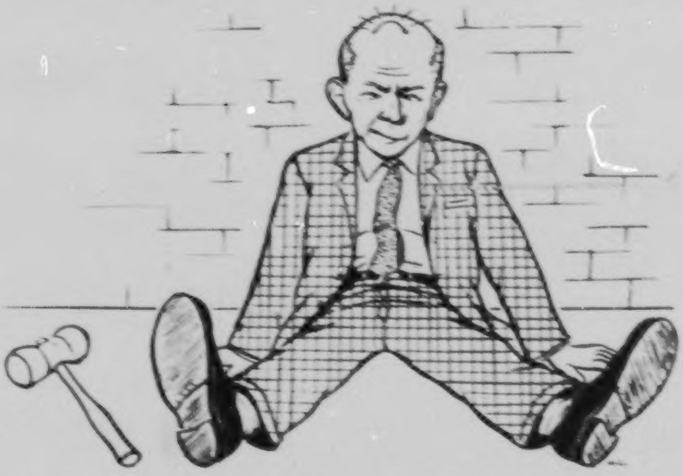
The term "school administrator" is a general one. It refers to a class of people who have an important task to perform in the administration of educational institutions. This includes school board members as well as employed administrators. Often the term "professional school administrator" is used. The added qualification changes the meaning to include only those people who have devoted special study to school administration with such effort frequently being recognized by a special certificate issued by the state. In this yearbook, superintendent is synonymous with supervising principal or any other term which describes the person who is recognized as the chief executive officer of the local district board of education. In many small communities the superintendent is known as the supervising principal or sometimes just as the principal. The colloquialism of "professor" or "prof" is a title given to the superintendent by the residents of some small communities, but it is dying out. Some "old-timers" still persist in talking about the school "professor" instead of the school superintendent or principal.

Before attacking problems of administration somewhat unique to schools in small communities, it is well to dwell on matters of concern to administration in all types of communities. First of all, who's involved in school administration?

People Are a Part of Administration

It's hardly a secret. People make the administrative wheels go round and people are influenced by the "wheels" in the administrative structure. It's the folks involved who make administration so intriguing. Some folks are called superintendents, others school board members. Then there are teachers. Still others are referred to as just people or laymen. It's all too easy to get tangled up with administrative structure and mechanics to the point where human beings are lost. While they may be ignored, people with their likes and dislikes do influence administration. One reason why some of the best laid schemes go awry is because human personalities can contribute to or dimish the success of even the most functional of administrative organizations.

The leader in school administration leads people. If the leader has an idea or a program to put across, he must put it across to people. Understanding the nature of the people who are involved in any project is a *must* to all who are in positions to exert leadership. Some philosophers contend that a man is a rational animal. This may be so, but it wouldn't be prudent to wager your wife's dowry that all people you meet will act in accordance to the dictates of logical thought. Some qualifications on the rationality of man are in order. Human beings have feelings or emotions which can blind them to logical choices. Community traditions and mores influence our ways to a greater degree than we realize. Behind all is the human ego which gets sorely ruffled and at times anti-intellectual when transgressed. The unpredictability of human behavior stems from the fact that man is only capable of acting in a rational manner. There is no guarantee that he *will* act in a logical way in all situations. The human mind isn't a mechanical machine. It is a part of a physical body which gets tired or ill, and this



Just as my relentless logic revealed the absurdity of her position . . .

has influence on the operations of the mind. The mind is also a prey to emotions. How clear does one think when he is "scared stiff"? A leader must expect people to act like human beings rather than as abstract minds which consider all problems as purely intellectual exercise and void of emotional complications.

It is not implied that reason should be subordinate to emotions, community mores, and the ever present human ego. Rather it is emphasized that *reason can march forward for the greatest gains when emotions, community mores, and the human ego motivate rather than obstract its progress.* Emotions, mores, and the ego are something to work with rather than to fight. Human relations can improve or confound even the most elaborate of administrative systems. This helps us understand why scientifically sound administrative organizations will work in one school system and fail in another. Where human relations are involved, the shortest distance between two points is not always a straight line.

To attack a school problem it may be necessary to go by way of certain community traditions. It is well to recognize that school board members are human personalities. Assessment of human personalities involved in decision making is a necessary task for those who would be leaders. There may be times when the leader must shout, "Torpedoes be damned; full speed ahead." It may be necessary to take the calculated risk of being torpedoed by adverse public reactions before reaching the goal in sight. Such action can be justified by the occasion that demands it. A word of caution is necessary, however, to indicate that Providence is not always on the side of the foolhardy. Taking a short cut may well invite so much trouble that it ends as the long way home.

The facts of life decree that the story of school administration in small communities is a story of people concerned with one of their social institutions located in their particular cultural matrix. And the real heart of leadership is found in understanding human motivations.

Chain Reaction

There was a time when school administrators felt that the affairs of the school were not the concern of others. In a sense they envisioned the school as an institution by the side of the road that watched the rest of the world go by. The mainstream of life was too turbulent for school involvement. What the board or superintendent decided affected the school and no one else.

This type of isolation has gone the way of walled cities and Maginot lines. Education is not just concerned with preparation for life; it is a part of life. A lot of people are affected by what the school does. Education today is an integral part of the community and proud of it. Each helps the other to improve. The mutual assistance triggers a chain reaction of good will.

It is recognized that administrative decisions set off chain reactions which sometimes have explosive results. Even the most technical of administrative decisions will hit one group and carom off in another direction to exert influence in the most unexpected places. To fully comprehend the effect of a proposed course of action requires the consultation of all members of the administrative team.

The school superintendent need not walk alone. In the long pull, it is the team player rather than the grandstand player who meets with success. He who carries the ball should not minimize the contributions of those who prepare the way or plot the strategy. The value of school board members, principals, supervisors, teachers, and laymen on the administrative team should be duly recognized. There will be more of this in a later chapter.

Small Communities Need Big Men

Administration is no job for "small boys" naively unaware of their responsibilities. This is true of administration in general—be it concerned with small or large situations. There are some who carry the mistaken notion that the small school systems can get along with "small" leaders, but the big systems must have the "big" leaders. Leadership responsibilities are the same in a small school system as in the larger one; the same in rural communities as in metropolitan areas. Human beings can cluster into small associations loosely referred to as small cities or small communities. They can also be part of many small neighborhood groups loosely federated into a large settlement or city. The need for leadership is not related directly nor inversely to the size of human associations in communal living. The need for an outstanding public school system is felt by people living in small communities as well as those living in larger settlements. It follows that, if administration can help contribute to the excellence of a school system, then good administration is as necessary in the small as in the large communities.

Medical attention, dental care, and legal counsel are as vital to people residing in small centers as those in the larger heterogeneous urban areas. Professional people such as doctors, dentists, and lawyers come to small communities to render their important and vital services. These professional men recognize that they serve people rather than a fictitious entity called a village, a town, a small city, or a metropolitan giant. They come happy to dedicate a lifetime career to satisfy needs for their particular professional services. It is not unusual to hear of a dentist, doctor, or lawyer who has spent his entire lifetime, and enjoyed doing it, in one small community. These professional people know that success in a chosen profession is not necessarily related to the size of the community in which they practice their art.

School administrators in small communities should take note of other professional people contributing vital services in small communities. The professional challenges of educators in small communities are as great as the professional challenges of doctors, dentists, and lawyers. There is an all too prevalent notion that to gain prestige, fame, and fortune one must aspire to become a professional administrator in the very largest of urban settlements. This is a fallacy and a worship of false gods. It is fallacious because it confuses quantity with quality. The false god at the top of the ladder is pursued in the place of personal satisfactions derived from a job well done, regardless of the size of the school system. Prestige, fame, and fortune should be accorded to professional administrators in school systems which exhibit the finest quality of education rather than the greatest quantity of students. Good things can come in small packages in education as well as in Christmas gifts.

But small and large are relative terms. Schools in small communities should not be confused with the poorly organized school systems. To some people, small means the same thing as "too small" means to others. There are some communities which lack adequate financial resources, a sufficient number of resident pupils, and/or the human desire to provide necessary educational opportunities at a reasonable cost. Where the density of population, topography, roads, and other limiting conditions allow, reorganization into more efficient units should be accomplished. The growing and welcome trend toward the reorganization of inefficient school districts into satisfactory local administrative units has made it possible to achieve a quality program of education in small communities of America. It is not the purpose of this yearbook to plead for the perpetuation of school districts too small to meet the needs of present-day American children. Little can come from the worship of smallness for its own sake. Nor are big things always bad. The formation of satisfactory local units of school administration is a *must* if there are to be comprehensive educational programs in small communities. On the other hand, there will always remain some very small school systems because natural conditions make them necessary.

There was a time when it was almost impossible for the small community to hold on to the professional services of an outstanding professional school administrator. This need not be the case in small communities with satisfactory district organization containing adequate financial resources and resident pupil enrollments. *A high turnover among teachers or administrators is not conducive to the development of a quality educational program.* Continuity of administrative services is as necessary for effective educational programs in small communities as in larger ones.

The "Left-Sittin'" Complex

The point of all this is that the school superintendent or principal serving the small but adequately organized district is confronted with an important job. He need not develop what can be called a "left-sittin'" complex, if he has failed to receive a call to come to a larger community. Even more disturbing is the case of the man who has done well as a small school administrator and would enjoy remaining. But he feels compelled to move when he has an opportunity to go to a larger system, lest his friends wonder if there is "something wrong" with him. If he stayed in a small community, his close associates might suspect him of losing ambition. It is hoped that professional school administrators will follow the lead of other professional people in small communities and consider remaining to enjoy a lifetime of service through the development of a high degree of excellence in the educational programs of the communities they serve. The alternative to this is continual adjustments necessary as one tries to scramble up a ladder that may lead to nowhere. Not everyone has the personal qualities needed to be a successful administrator in small communities. Many do, and these people should be encouraged to stay.

It follows, that school board members must recognize the value of a long tenure of service for school superintendents and other professional administrators. In years past in certain small communities, discharging the school superintendent and other personnel was almost a spring sport. Such perverted pleasure or vulgar display of power is a detriment to the school and the community as a whole. The small community must prepare to reward its professional school administrators and teachers so that they may enjoy the standard of living and prestige that their counterparts in larger school systems enjoy.

. . . it often leads to nowhere.

This We Believe . . . .

Some administrators are tall and some are short; some are stout and some are lean. The physical characteristics of a person are poor clues to his effectiveness in education. They say that clothes can make the man. They can also help hide his incompetencies. Administrators come not only in various sizes, shapes, and dress, but also each holds various beliefs on important subjects. His fundamental beliefs have considerable influence on his effectiveness as an administrator. And it's what a man does about his beliefs that counts the most.

The precise role he feels the administrative leader should play in the school system is one of the more important beliefs. The professional and the social relationships between the administrator and teachers is another. Sometimes exterior trappings coupled with fanfare may hide real feelings. But truth will come out, and the hidden will be made obvious. It's what a man practices rather than what he preaches that tips his hand.

The school administrator who openly declares that he is czar of all his domain is hard to find these days. To be called a dictator, benevolent despot, or "big boss" is not a compliment. The temper of the times makes democratic school administration the flattering remark. But can a man be democratic when he holds the reins of power? There is no question as to who has the authority to make teachers and students do his bidding. The power of the administrator is derived from the board of education. They give him authority to get a job done. Authority is a necessary accompaniment of responsibility. The question revolves around the use of delegated authority or authority inherent in a position. The very position of the superintendent or principal in the school organization makes him a leader in the sense that others are obliged to follow his demands. Being a leader by virtue of holding title to an office of responsibility and authority does not automatically make one a democratic school administrator. One's beliefs rather than one's legal or derived authority makes for democratic school administration. Power to force conformity to the will of the person in authority should be used only when the unusual situation demands it.

Faith in people is fundamental. Our schools are an integral part of our democratic cultural matrix. Without faith in the professional competence and personal sincerity of teachers there can be no democratic school administration. This is bedrock. You can't practice democracy if you envision the world as being populated with scheming incompetents who look after their own hide and will get yours if you don't watch out. The superstructure of democratic school administration rests on the belief that your professional colleagues in the classrooms are people who know enough to do the right thing at the right time. You must accept the idea that teachers desire to help build better schools. All the exterior trappings and fanfare aimed at proving to the public and oneself that your school is truly an expression of democracy in action will come to naught if there exists doubt in your mind of the ability of teachers to deliberate on vital school issues. The better professional preparation of teachers has made democratic leadership more of a practical possibility. No more can teachers be regarded as half-educated workers with barely enough skills to perform their classroom function with any degree of adequacy. Today's teachers are better educated than ever before; they are more alert and better informed on school problems.

There is also another side to this coin. Teachers must believe that professional school administrators are working with them rather than against them. The stereotyped bumbling and fumbling ogre in the school office must go the way of all superstitions. There have been attempts to depict educators as divided into fundamentally two warring camps, namely, teachers versus administrators. But the things that bind teachers and administrators together are far more important and numerous than those that tend to divide. Mutual distrust can reach the point of wreaking havoc. Mutual respect and understanding make for progress in education. Teachers must comprehend that superintendents and principals are better prepared professionally than ever before. Professional administrators are more sensitive to human relations than ever before.

One of the keystones of democratic leadership is that *the formulation of policy should involve those who are to be influenced by policies.* This means that teachers and administrators deliberate together and from such actions educational policies develop. There is little question that in recent decades great strides have been made in teacher-faculty participation in many aspects of the administrative process. One study pointed out that many teachers today feel that they have a right to participate in the determination of policies related to the curriculum and instruction, the salaries and working conditions, and to many other aspects of educational planning.[2] This same study underscored the idea that teachers who report opportunity to participate regularly and actively in making policies are much more likely to be enthusiastic about their school system than those who report limited opportunity to participate. It can be said that democratic leadership can promote a higher degree of faculty morale. Democracy in administration is not something stylish to have around during these times; it is vitally necessary for continued progress in education. We cannot afford to neglect the creative talents of many teachers.

But all is not a bed of roses while operating democratically in school administration. At times faculty groups involved in policy formulation will tend to legislate rather than deliberate on needed educational policies. There is a tendency to solve dilemmas by "making a new rule." Intelligence does not result from compounding ignorance. Individuals with limited information in a particular area do not become mysteriously endowed with an expert's knowledge as soon as they gather into a group. Decisions reached without adequate understanding of the problem are questionable, whether made by an uninformed group or delivered by an uninformed individual.

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[2] University of Chicago, Midwest Administration Center. *The Teacher in Policy Making.* Administrators' Notebook, Vol. 1, No. 1. Chicago: the Center, May 1952.

Furthermore, one does not become democratic by abdicating his responsibility for leadership to faculty members, even though they may be fully informed. There are some whose statements of democratic school administration imply that the superintendent's job should be limited to organizing faculty committees. When this is done, he sits back and waits until the committee makes up its mind on what he is to do next. This extreme leads to a devitalization of the school executive's role in policy formulation and execution. The role of the leader in a democratically organized school system is not limited to counting the raised hands to determine who won or lost the decision on the policy to be adopted. A democratic leader is not the person who is pinned on the rack of indecision until all votes are counted. The specialized preparation and experiential background of the school superintendent must be fully utilized in policy formulation as well as policy execution. The truth of the business is that the superintendent has technical information which most faculty groups do not possess. The group process is not a replacement for the expert. The group process can be made more effective when it taps the resources of well-informed individuals. The extremes of autocratic control on the one hand and evisceration of executive powers on the other are to be avoided. It's no simple task to be a democratic leader.

To indicate that there are problems in democratic school administration is not to imply that it is a questionable practice. A person can gain strength if he is made aware of his weaknesses and does something about them. In any process, dangers must be recognized and appropriate action taken to correct them. Great strides have been made in understanding the dynamics of group work and the application of group effort to facilitate democratic school administration. But more needs to be done.

One area of concern is the function of the expert—the person who has the facts at his fingertips—in the group process. The great stress placed on arriving at decisions through the group process often results in unwillingness to yield anything on the basis of special knowledge and competence. Ignoring the opinion of the well-informed or failing to give it proper weight is not favorable to progress. Theoretically, the consultant to the group should fulfill the expert's role. The current practice, which is particularly evident at educational conferences, to award almost anyone the title of consultant (to complete the group form of chairman, consultant, and recorder) belies the full appreciation of the importance of those who possess special knowledge and competence. The task is to wed the advantages of group action with the value of expert knowledge.

Still another problem remains unresolved in democratic school administration which places much emphasis on group effort in arriving at important decisions. We are not all endowed with superior intellects. There is evidence to support the contention that occasionally the brilliant mind is buried in the group process. At a time when great emphasis is being placed on the education of the gifted, it is folly to fail to fully utilize the contributions of the creative mind or the special talents of an individual with a background of rich experience to go along with it.

The small school administrator, with his many and intimate face-to-face contacts with his professional staff or laymen in the community, is in a fortunate position to promote democratic leadership. He is at the "grass roots" level. In larger school systems machinery must be set up to reach the "grass roots." Name tags at faculty get-togethers are not necessary in most small communities. First name greetings are generally the rule. The maze of special committees, steering committees, and executive committees so necessary in the large school systems are unnecessary here. The informal approach is well suited to schools in small communities. One might say that *the conditions in small school systems are ideal for the realization of the goal of democratic school administration.* There is no better laboratory for developing democratic administration than the small school system.

Leaders Are Key People

The old stereotype of a leader as the person with the powerful personality who knows what he wants and brooks no nonsense, no back-talk, and no insubordination has gone the way of all myths and fairy tales. In its place is the concept of the leader as a person capable of releasing the creative energies of others. One's leadership abilities are not determined by describing personality characteristics of the would-be leader, but rather by the effects upon those who are led. The leader is the person who can bring about desirable changes which can result in a more effective school system.

Two-way lines of communication between administrators and the professional staff replace administrative directives. Skills in group work and opportunities to present ideas take the place of unquestioning loyalty to central office memos. These may be difficult things to swallow by the insecure. Some writers have declared that administrators are driven to autocratic operation by feelings of insecurity. It is postulated that democratic school administration, for all its pitfalls, will result in more effective public school operation. For the present it is a goal to be reached rather than a commonplace achievement. The fact that we have not hammered out a precise definition of democratic school administration in the early part of the second half of the 20th century should not deter us from working at it to improve our understanding and practice.

This chapter has presented some fundamental viewpoints on administration which could be applied to large as well as small communities. Elaboration on administrative practices and problems in small communities is attempted in subsequent chapters.

In Retrospect:

...... Administration is a means to an end.
...... It's the people involved who make administration so difficult, but nonetheless intriguing.
...... Like the scientist who makes the greatest gains by understanding and working with natural laws of the universe, the administrator must understand and work with human emotions, mores, and egos—as well as reason.
...... Good school administration is as necessary in small schools as in big schools.
...... He who carries the ball must recognize the importance of those who prepare the way or plot the strategy.
...... Administration in the small community school or elsewhere is no job for small boys naively unaware of their responsibilities.
...... Leadership challenges are the same in a small school system as in larger ones.
...... Success in a chosen profession is not related to size of the community in which one practices his art.
...... Small school systems can be outstanding educational institutions.
...... Titular leaders are not necessarily democratic school administrators.
...... There is no better laboratory for developing democratic administration than the small school system.
...... Improved professional preparation of teachers makes democratic school administration more practical than ever before.
...... Effective leaders release the creative energies of others.
...... Leadership is the most important contribution of the school administrator.

CHAPTER 2

Can We Agree On . . . ?

THE administrator in the small community school has a number of problems and responsibilities which are to some extent unique because of the smallness of the school in which he works. But there is nothing unique about the existence of such administrative positions. The typical school administrator in the United States—elementary school principal, secondary school principal, principal of a school with both elementary and secondary programs, district supervising principal, superintendent, or whatever his title—works in a situation which can be classified as small regardless of what standards are used to differentiate small from large. Most schools and school systems are small.

How small is small? Any answer is entirely relative. What is thought to be small by some may at the same time be considered fairly large by others. A school or school system is considered small . . . . or large . . . . because of the number of pupils enrolled; . . . . because of the number of teachers employed; . . . . because of the breadth of its curricular offering; . . . . because of its degree of rural identification; . . . . because it is so regarded in a given individual's thinking or experience; . . . . or for some other reason. Meaning is obscured unless there is a standard for comparison.

It would be relatively simple to strike a given pupil enrollment as a point which, for purposes of discussion, sets apart those schools which we will here consider as "small." And indeed there might be some advantage in so doing. Let's try it . . . . and see if we can agree. We might probably all agree that a school that had not more than 100 pupils in its secondary grades was small. Might we raise that to 200?

Robert M. Isenberg, Assistant Director, Division of Rural Service, National Education Association, Washington, D. C., prepared the original draft of Chapter 2.

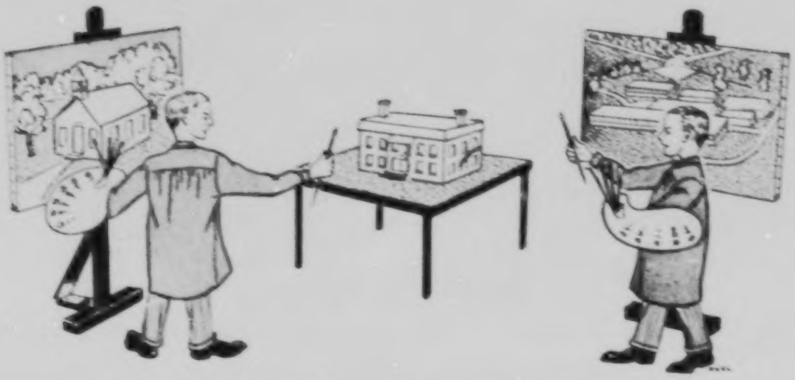
Or maybe 300? How about all those that have, let's say, not more than 500? Or maybe we could put it another way and say that our small school systems are those that have not more than 1000 pupils in grades kindergarten through twelve. Could we push that to 1200? Or maybe more? Some prefer to think of the size of the school in terms of the number of teachers employed. Schools which employ fewer than 40 teachers are small? Should it be 30? Or 80?

The truth is that, to those whose experiences have been in the really large school systems, any such standard would be small. To others a K-12 system with as many as 1000 pupils is a tremendous enterprise. Administration of any school system (except perhaps in our very largest cities) has so many common elements, except perhaps in degree, that (for better or for worse) no attempt is made to put specific limits upon what the discussion throughout this book regards as small. In this way each reader has an opportunity to assume that the educational goals described, the teamwork called for, the trouble spots, and the sources of help available have each been tailored to a school system precisely the size of that with which he has major concern. Only the most insensitive will not find this to be true.

One point should be emphasized at the outset. To term a community or a school *small* or *large* does not automatically imply that it is "good" or "bad." Value judgments and their concomitant emotional reactions can clutter up understanding. For purposes of this yearbook "small" shall mean merely "not large as compared with other things of the same kind." Certain specific data reviewed in this chapter give bases for a fairly precise application of such a definition. But even so, "small" will continue to be relative.

Most Communities Are Small

A community is more than a localized population group. It is a local culture area where people associate naturally in the everyday affairs of life. It is made up of a town, village, city, or other population cluster and its tributary rural or country area. The community is the smallest area that is relatively self-sufficing—within which a majority of people can satisfy their economic, religious, educational, social, and recreational interests. But a mere aggregate of people without these mutually reinforcing interrelationships cannot be regarded as a community. Communities are social organisms, each with a personality



Largeness or smallness depends on how you look at it.

determined by intimate acquaintance and the degree of mutual regard, confidence, responsibility, and good will.

Most communities are small. Of the 3070 counties in the United States, 1066 did not contain even one urban place (2500 or more population) in 1950 and 127 others had only one incorporated place that barely exceeded 2500 population. The 168 standard metropolitan areas delineated in 1950 comprised seven percent of the area and 56 percent of the total population. The remaining 44 percent of our population was scattered throughout the nation in numerous hamlets, villages, and cities. The fact that the majority of these are small is quickly demonstrable through either statistical data or a hundred mile drive in any direction from any starting point. Of the 17,118 incorporated places identified by the Bureau of the Census in 1950, a total of 13,235 had populations under 2500; the population of more than half (9827) of all the incorporated places was under 1000.

One of the characteristics of small communities in every section of our country is that they are getting smaller. Generally, when we think about small communities, we are impressed with their stability. But for the past several decades most have been losing population. The description of one small Michigan community will serve to illustrate what has happened in thousands of others.

The village of Eagle, Michigan, is an incorporated place with 147 inhabitants. Eagle is located seven miles from Portland (population

2807), five miles from Grand Lodge (population 4506), and eleven miles from Lansing (population something over 100,000). In 1926 one of the residents inserted the following classified advertisement in the *Lansing State Journal:*

> WANTED AT EAGLE: doctor, hardware, meat market, and blacksmith. None here. Good location on M16.

It happens that the village of Eagle had two physicians for many years previous to 1919 and one physician until 1925. It had one or more hardware stores previous to 1921, a meat market previous to 1917, and meat markets in connection with several grocery and general merchandise stores until about 1930, and one or more blacksmith shops until 1923 when they were succeeded by garages and auto repair shops. Furthermore, livery stables and a broom manufacturing plant continued in existence until about 1918. In 1900 it had two fruit evaporator plants. Its three rural mail delivery routes were reduced to two in 1934 and to one in 1939. On July 1, 1953, mail addressed to Eagle was distributed through 62 boxes at the post office. The rural mail carrier served 245 more outside of the incorporated area.[1]

Small communities have been and are being affected by forces of change. Rapid transportation and communications together with the mechanization of production are chiefly responsible. Small communities everywhere are losing population. With a vastly increased level of living, their economy can no longer support as many people as it once did. Nor with mechanization are as many needed.

As these small communities get smaller, they have a tendency to become more interdependent. The association pattern of people is greatly increased. In fact the whole concept of "community" seems to be undergoing a change. Some population clusters which were once communities can no longer be so regarded. The well-defined community concept is at best confused. This does not mean that small communities are disappearing nor will they ever completely disappear. In a few instances where the basis of their existence has been exhausted, this could happen to some. But, in most instances, the changes they are experiencing are nothing more than an adjustment to new circumstances. The changes are overtly social, but their roots are primarily economic.

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[1] Description has been adapted from an address given by J. F. Thaden, Department of Sociology and Anthropology, Michigan State University, at the Great Lakes Conference on Rural Life and Education, Ann Arbor, Michigan, November 28, 1949.

Small Communities Are Different

Other than the characteristic of size as determined by the number of people residing there, small communities vary greatly. Some are in isolated mountain areas; some are in desert regions; some are on scattered islands cut off from the mainland; some are in the fertile valleys or plains where farms are rich and prosperous. But small communities are found in every state and every region of the United States. They exist wherever people cluster together to live and work and seek out the benefits of mutual association.

Small communities are not always small in terms of the area they include. The limited population may be spread over a large area which comprises the community. Some of the schools which enroll fewer than 100 pupils find it necessary to transport them by school bus from as far as forty and fifty miles away. Other small communities are compact in area and population. Small communities are found in the vast areas of sparse population as well as limited areas of relatively dense population.

There are many ways to make a living. Some small communities have an economy wholly or largely dependent upon agriculture. Many might be regarded primarily as mining, lumbering, or fishing communities. Some are industrial communities. In certain areas of the country there are a few small communities which are developing into resort communities. There are also some which might be regarded primarily as communities of retired people. Increasingly there are developing small (and some not so small) surburban or fringe communities made up largely of people who work in the city but who seek advantages for themselves and their families outside the metropolitan area. While the specific occupational interests of small communities are often very different, in the main the economy of most is closely related to some kind of basic production.

Small communities vary greatly in wealth and in the general level of living which depends upon it. While almost every large city has "poor sections" or "wealthy sections" which are readily identifiable, such descriptive terms or classifications can be applied almost in whole to smaller communities. While most are in some medium category, there are many small communities which may be described as "poor" communities or "wealthy" communities, depending upon the general level of wealth of the majority of its people. There are many more of the former than of the latter. The range of wealth among people in small communities tends not to be nearly so great as that in larger population centers. These variations in wealth result in variations in the ability of these communities to support education and other community services. Many small communities would be completely unable to provide a desirable level of educational services, for example, without substantial state financial support through some minimum foundation program.

All communities have customs and traditions. Some of these date back to the original establishment of the community. Others may be more recent. While large population centers tend to be made up of many diverse groups, small communities are more likely to have a high degree of homogeniety. Similarity in regard to wealth has been indicated. In many instances small communities are made up of people with similar national origin, religious affiliation, occupational interest or the like. The remnants of cultural islands which still exist in this country are largely in small communities. These characteristics have a direct relationship to the value patterns of the people, to their conception of the school and what its program and purposes should be, and to the manner in which they react to forces of change which they feel encroach upon their established way of life. With wide variations existing among communities and between regions of the country, there is likely to be within any given small community a high degree of alikeness.

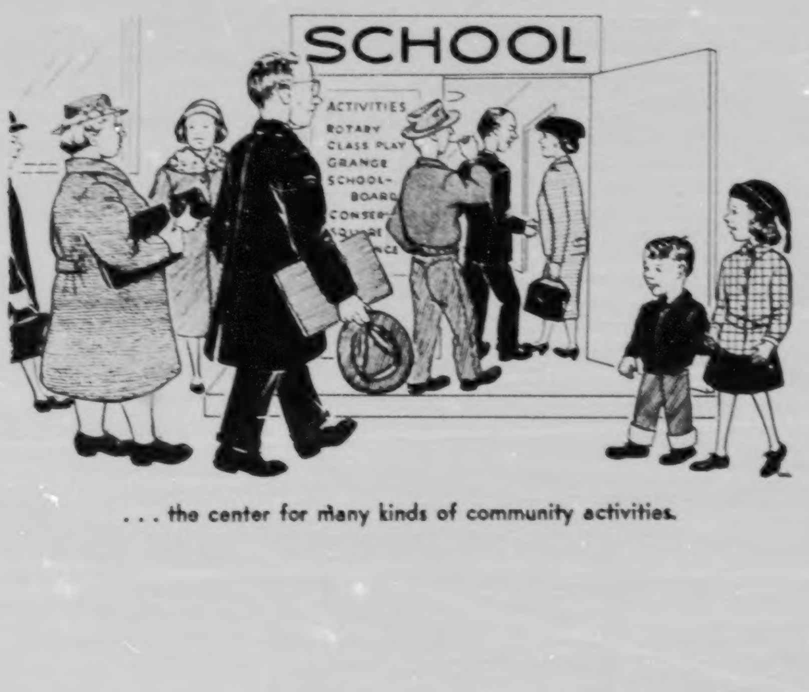
Administration of public education in small communities cannot help but be influenced by the attitudes of the people of the community—the cultural climate—as well as the economic base for school support.

But They Do Have Much In Common

In spite of specific differences, small communities do have much in common. Many of their common elements result from or are related directly to smallness. People live close together—not always close geographically but close in terms of their associations. Their continuous face-to-face relationships make them aware of the strengths and weaknesses, the problems and needs, of their fellows. There are few places to hide anything in a small community. What is considered socially acceptable is more clearly drawn, more widely understood and respected; deviations are more quickly met by social disapproval. But these characteristics of people in small communities, as they act and interact, make for a spirit of neighborly helpfulness and mutual assistance that is indeed an asset to our society.

Almost every small community has a school. With the exception of states in which the county is the basic school administrative unit, the attendance area of the small community school generally represents the boundaries of the school district as well. The board of education responsible for the policies which govern the school is made up of residents of the comunity. People are close to their school and it to them. The school building frequently is the community center. It may serve as the place for the community library, lodge meetings, "church" suppers, community meetings of all types, and, in fact, the center for all sizable community gatherings.

In small communities people feel more closely related to the school than is true for people in larger communities. This includes those who do not have children attending school. They know personally the members of the board of education, the administrator, and, to a large degree, the teachers. Where they have families, they know them too. They know something about the school budget, the tax rate, what teachers do and how much they get paid, what is served each day in the lunch program, and when one of the school buses breaks down.



. . . the center for many kinds of community activities.

They know when anything goes "wrong" at the school. They know about many things which must be decided upon by the school board, even before the time when the decision must be made. Much of their knowledge and information is obtained through informal channels.

The people in small communities are much less likely to know the educational program of the school, what its strengths and weaknesses are, or how appropriate the educational opportunities available are for their children. But there does exist, in virtually every small community, a close relationship of people to the school. When constructively directed, this also is an asset in school administration.

Schools in small communities are not without problems and limitations. There are, in fact, many which they share so universally that these can be considered as additional common characteristics. The limited enrollment of small schools results in high costs, limited curricular opportunities, heavy teacher load, and consequently a high degree of turnover among the school's professional staff. A few illustrations will make these generalized characteristics more specific.

That there exists an inverse relationship between the number of pupils enrolled in a school and the per-pupil cost of operation has long been established.[2] Recent studies have all supported earlier findings. The per-pupil expenditure of Indiana school districts during the 1952-53 school year averaged over $527 for those with total enrollments of fewer than 30 pupils, $201 for those which enrolled 300 to 599 pupils, and $193 for those with enrollments from 1200 to 1499.[3] An analysis of expenditures of 65 reorganized districts in the same state in 1955 showed that the median expenditure per secondary pupil was increasingly smaller as the enrollment increased.[4] A similar analysis of four year high schools in Iowa shows that those having enrollments of less than 25 pupils in 1955-56 had an average annual per-pupil cost of $765. This is in contrast to an average annual cost of $420 per pupil in four year high schools enrolling 200-299 pupils.[5] Data available from other states further support the comparatively high cost of small schools.

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[2] See, for example, Dawson, Howard A.; Reeves, Floyd W.; and others. *Your School District.* Report of the National Commission on School District Reorganization. Washington, D. C.: Department of Rural Education, National Education Association, 1948. p. 89-90.

[3] Commission on State Tax and Financing Policy, State of Indiana. *The Foundation School Program in Indiana.* Indianapolis: the Commission, 1954. p. 9.

[4] Barr, W. Montfort; Church, Harold H.; and McGhehey, Marion A. *Trends in School District Reorganization in Indiana.* Bulletin of the School of Education, Indiana University, Volume 32, No. 6, November 1956. Bloomington: Division of Research and Field Services, Indiana University, 1956. p. 57.

High costs alone are not necessarily undesirable. As a matter of fact the number of per-pupil dollars spent for education is sometimes used as the measure of a state's "willingness to support good education." But here is where small schools can skew a state average so that such inferences are not wholly justified. In many small schools, high costs actually purchase meager educational opportunities. Their curricular shortcomings are often very great. There will be more on this later.[6]

Higher costs and limited school programs are only some of the characteristics which small community schools have in common. The work load of teachers is generally heavy. At the elementary level teachers most frequently have direct responsibility for the children in their class from the time they arrive at the school until they leave in the late afternoon. This includes not only the classroom activities but playground, lunchroom, or whatever else the school program calls for. At the secondary level most teachers in smaller schools are required to teach in two or three or more subject areas. While they may be exceptionally good in one area, they may be poorly prepared for the others.

The comparatively lower salaries paid, the heavy work loads, and the lack of adequate instructional materials and assistance that are generally characteristic of smaller schools combine with such other community factors as poor housing, lack of social opportunities, resistance to community values, and the like to bring about frequent turnover of teachers. Except in unusual instances, administrators of small schools quickly join the teachers as they move on to another community. This makes for great instability in the educational leadership of most small communities. Only a few have taken steps to correct or minimize some of these conditions.

Most School Districts Are Still Small

The school district is the basic unit for school operation. It is a legally constituted quasi-corporation which functions within the framework of state law under the immediate direction of a local board of education. As legal entities they can be identified, counted, classified, and described. Their major characteristics are relatively stable. Their number diminishes day by day.

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[5] Data published by the Department of Public Instruction, State of Iowa.

[6] See Chapter 5, p. 73.

As of July 1, 1955, there was in the United States a total of 59,270 school districts, each a separate and distinct basic school unit.[7] By the opening of the 1956-57 school year this total had been reduced to 53,937 districts.[8] It should be noted that not all of these districts employ a professionally prepared school administrator such as a local district superintendent or principal. These districts are most varied in their general charactertistics. A few of these will be identified.

No schools were in operation in 8674 or almost 15 percent of all the school districts in the United States in 1955. These districts either had no children of school age, or if they did, were sending them to neighboring school districts on a tuition basis. Approximately 23,800 other districts employed only one teacher.[9] While many teachers in such districts actually performed a number of administrative functions, it would be most unrealistic to regard them as school administrators. Although current data are not available, it is estimated that there are something more than 5000 districts operating schools which employ only two or three teachers. In such districts is it customary to designate one of the teachers (usually the upper grade teacher) as the principal or head teacher. (In these districts again, the majority of administrative decisions and functions performed usually by a superintendent or school building principal are executed by the board of education.) Only the more routine administrative tasks are performed by the principal in a two- or three-teacher school system. Except in unusual instances, the majority of the time of these designated principals is devoted to classroom teaching functions; little time is left for actual administration. With but few exceptions, all of these districts having but one, two, or three teachers were providing educational programs encompassing the elementary grades only.

By combining these districts having only one, two, or three teachers and those not operating any type of school, it would seem that approximately 63 percent of all the school districts in the United States in 1955 did not employ a professional administrator. If a few of the complexities of administrative operation are ignored (each would be only a partial exception and the number of these small), the statement is substantially accurate. Stated positively, only about 37 percent of the 59,270 school districts in 1955 employed a superintendent or supervising principal.

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[7] All of the data relative to the number and characteristics of school districts or school administrative units included in this section except as otherwise noted are drawn from *A Statistical Survey of School District Organization in the United States, 1954-55*. Prepared for the White House Conference on Education by its subcommittee on "In What Ways Can We Organize Our Schools More Efficiently and Economically?" Washington, D. C.: Superintendent of Documents, Government Printing Office, 1955. Revised January 19, 1956.

[8] This total is based upon U. S. Department of Commerce, Bureau of the Census. *School Districts in 1956-57*. 1957 Census of Governments, Advanced Releases, No. 1. Washington, D. C.: the Bureau, November 13, 1956. 2 p.

[9] There was in 1955 a total of 39,061 one-teacher schools operating. Approximately 15,250 such schools were operated within larger administrative units.

Some of these districts were large, however, with tens of thousands of pupils and a host of administrative officers—a superintendent, assistant superintendents, business managers, transportation supervisors, research directors, and a number of principals. But these school systems are a small minority of the total number of administrative units. Only 6679 or 11.3 percent of the school administrative units in 1955, including all county and city districts, employed as many as 40 or more teachers. It should be definitely clear that most school districts are small.

. . . and the Schools Are Small, Too

The data cited in the foregoing section refers to school districts or school administrative units. They might also be called school systems. Many of these administrative units operate more than one "school" or attendance unit. It should be emphasized, therefore, that there are many more small schools than the data for districts alone indicate. Most of the smaller districts operate only a single school. Within many of the larger districts, a number of schools are operated—a sizable portion of these also being small. Any appraisal of the pupil enrollment of the various schools or attendance units throughout the country further demonstrates the incidence of small schools. Since there is often a tendency for the pupils from several elementary schools to be brought together into a single secondary school (the result of efforts to keep elementary units small but to make secondary units large enough for effective secondary school operation), an inspection of secondary school enrollment data is used here as illustrative.

During the 1951-52 school year (the most recent data available) there was a total of 23,746 public secondary schools in operation.[10] Of this total, 15,975 or more than two-thirds (67.3 percent) were located in population centers of less than 2500. In a majority of these instances, secondary enrollments were housed in buildings which also included the elementary grades. The responsibility of the administrator extended to both the elementary and the secondary school programs.

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[10] Rice, Mabel C., and Gaumnitz, Walter H. *Statistics of Public Secondary Day Schools, 1951-52.* Biennial Survey of Education in the United States, Chapter 5. U. S. Department of Health, Education, and Welfare, Office of Education. Washington, D. C.: Superintendent of Documents, Government Printing Office, 1954. p. 42-43.

The median enrollment for all secondary school attendance centers in 1952 was 175 pupils. One hundred eighty-four (less than one percent) of the total public secondary schools in 1951-52 operated with fewer than ten pupils. All but one of these was a one-teacher high school. There were 2720 secondary school attendance centers (11.5 percent of the total) which had fewer than 50 pupils enrolled, and another 7117 (30 percent of the total) secondary school attendance centers which enrolled fewer than 100 pupils. The preponderance of very small secondary school attendance units in America is clearly evident. Less than 45 percent of all the secondary school attendance units in 1952 had enrollments of more than 200 pupils; only 18.5 percent had more than 500 pupils.

In sheer numbers of secondary and elementary school attendance units, it is abundantly clear that small attendance centers make up the majority of all such units. It should be emphasized, however, that these small attendance units actually enroll a minority of secondary school pupils. Half of all the secondary schools operating in the United States in 1952 had enrollments not exceeding 175 pupils; but, when the enrollments in all these schools were combined, they were providing education for only about 15 percent of the secondary pupils attending school that year. The 81.5 percent of all secondary school attendance units which had pupil enrollments in 1952 of fewer than 500 were attended by only about 40 percent of our secondary school pupils. Approximately one-third of the secondary school pupils in the United States attended the seven percent of the schools which had enrollments in excess of 1000 pupils.

Those likely to be impressed by statistics cannot help but agree that the typical American school—elementary, secondary, or the combined elementary-secondary—is small. Most school administrators, be they superintendents or supervising principals of administrative units or building principals, work in small schools located in small communities.

Are Small Schools Necessary?

The fact that small schools exist—in large numbers—is clearly demonstrable. In the years ahead the reorganization of school districts and the consolidation of attendance units will and should continue. Some states are just beginning; others are only now well underway. But in spite of these efforts, the majority of schools and school districts will continue to be small—at least in the foreseeable future.

But looking only at what is and what is likely to be does not answer the question of what should be or what must be. Are small schools really necessary? Any consideration of the continuing need for small schools must necessarily involve value judgments. Answers will vary to some extent, depending upon the particular point of view.

There are some among the educational leaders in this country who look to continued school district reorganization as the solution to all the existing or conceivable educational inadequacies in areas outside the larger urban centers. There is substantial evidence which demonstrates that, where districts have been reorganized, it has been possible to provide a broader program of educational services, better quality of instruction, and more economical school operation. *There can be little doubt that continued and accelerated efforts to improve school district organization in terms of new and changing conditions and the increasing need for expanded educational services are absolutely essential.* A careful inspection of the reorganized districts already formed, however, shows clearly that district reorganization cannot be expected to eliminate the need for small schools. Most reorganized districts are still small—and they will continue to be so.

One of the important considerations is that the entire history of and the tradtions surrounding public education in every state have been that of decentralized authority and responsibility. There have been reallocations and reassignments of specific functions from time to time growing out of changing conditions and needs. But basic self-determination on the part of localities has constantly been protected and preserved. Compulsion has always met resistance.

The point of view of the NEA Department of Rural Education in regard to community schools has been clearly emphasized in a previous yearbook as follows: "The school is an important agency for developing a more effective community life, and every identifiable community should have a school."[11] This does not mean that every identifiable community should be a separate administrative unit. Neither does it mean that each should maintain a high school. In many instances the administrative unit should probably be the community—the village or city center together with its surrounding rural area. In many others it might more appropriately be the county or other larger area. What should constitute the basic administrative unit must be determined in each instance by the specific local conditions, the pattern of organization which exists, and a variety of other factors which usually includes the will of the people in the area. As with most complex situations, there is probably no simple or single solution that is applicable or even appropriate in every instance.

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[11] National Education Association, Department of Rural Education. *The Community School and the Intermediate Unit.* Yearbook 1954. Washington, D. C.: the Department, 1954. p. 35.

The formation of larger administrative units does not necessitate bringing all the children of the district together to a single school building. Often this may be desirable and what people want. Where larger numbers of pupils or greater distances are involved, a procedure of maintaining a number of smaller schools in various sections of the district, especially for elementary school children, might be more desirable.

Wise educational leadership will safeguard maintaining a school wherever a community exists. Most communities are and will continue to be small. Small schools are necessary, and the need for them will continue.

What does this mean for school administration? A few of the implications are immediately obvious. Most professional school administrators, now and in the future, must serve the schools of smaller communities. The smallness of these communities is an advantage in many respects. Administrators must be able to identify and capitalize on them. But smallness also makes for certain disadvantages and inadequacies. These the administrator must also identify, not only for himself but for the community as well. Only then can they be adequately attacked—and in most instances resolved.

In Retrospect:

...... Small is a relative word. In this yearbook it means "not large as compared to other things of the same kind."

...... The full meaning of small is obscured until the standard for comparison is revealed.

...... Being small (or large) does not automatically make something good or bad. Value judgments and concomitant emotional reactions can clutter up understanding.

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...... Most communities are small. Most small communities have been growing smaller as a result of improved transportation and communication and a higher level of living.

...... Small communities are all different but the economy of most is related to the extraction of resources basic to production.

...... The cultural climate and economic base of small communities vitally influence school administration.

...... In every small community there is a close relationship between the people and the school.

...... Nearly two-thirds of the school districts in the United States in 1955 were so small that they did not employ a professional school administrator.

...... More than two-thirds of our secondary schools are located in population centers of less than 2500.

...... Most professional school administrators serve small schools and small communities.

...... Small schools exist in large numbers. They *are* necessary. And the need for them will continue.

CHAPTER 3

There's a Job To Be Done

SEVERAL men were anxious to see Superintendent Bidwell before he went to his General Math class. He informed his part-time secretary to warn him when class time approached. Too many sessions had already been missed, and he wanted to be sure to get to class this morning.

In came the sales representative from the book company with just the thing to solve all the curriculum worries of the school. Mr. Bidwell had a high respect for book salesmen for they were among the most professional sales people who called upon him. But time was slipping by, and he had to see the other people before class started.

The building custodian followed and said that the representative from the Skiddymore Wax Company was here to iron out the difficulties that the school had with their products. Superintendent Bidwell felt something had to be done. A lot of money was spent on the Skiddymore Waxes, and they just didn't seem to work out to well.

This conversation was interrupted by a long distance call from a young married woman interested in the fifth grade teaching position left vacant by an unexpected resignation. The candidate asked for a Saturday afternoon interview to which Superintendent Bidwell agreed.

James and George were causing trouble in Mrs. Perkins' biology class once again, and she sent them to the office for another "good talking to."

At this point, Superintendent Bidwell told Miss Johnson to send his class to the study hall; he'd have to miss it again.

The lunch period brought the Lion's Club meeting, after which the architect wanted to go over some of the color schemes for the new building addition. This would certainly chew up the afternoon.

Morrill M. Hall, Assistant Specialist, Local School Administration Section, Office of Education, U. S. Department of Health, Education, and Welfare, Washington, D. C., prepared the original draft of Chapter 3.

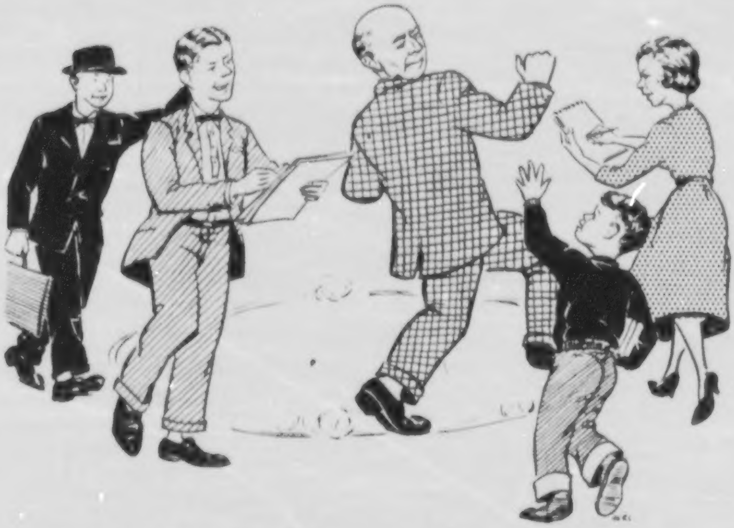
The evening?—well, let's not talk about that. It's just a steady stream of telephone calls at home or meetings all over town.

The pressure mounted as the day progressed, and it seemed to push him from one direction to another. At times he felt he was doing his job. If he could just keep going—even though he wasn't quite sure of where he was going and didn't have time to plan for what might come next.

That Which Is To Be Administered

It's not hard to get caught on a merry-go-round. You keep moving and look so busy, but often little forward progress is evident. You go 'round and 'round, but remain in the same place. The faster you move, the more blurred things become. Eventually means and ends seem to become one. Purposes get lost in the shuffle. You don't know where you're going—but you're going.

School administration is exceedingly complex, and there is no sign that it will be getting any simpler. For all its complexity it must be repeated that school administration is not an end in itself. One of its primary functions is to provide the situations and circumstances which



. . . and it's so easy to get caught on the merry-go-round.

make an instructional program possible. The activities which take place in the classrooms and related instructional areas, the relationships between teachers and pupils, the provisions for continued professional growth of the staff, and the like are all parts of the educational program. *The purpose of school administration is to serve as the vehicle or implementing machinery for putting what is known about desirable educational experiences into practice.* The effectiveness of the administrator can be judged by the adequacy and appropriateness of the educational opportunities within the school. Machinery is important, but it can also create problems when purposes get lost in fast moving parts.

There is some justification for the statement that it's a lot easier for an administrator of a small school system to get caught in the machinery of administration. It's not hard to dissipate vital energy as one is driven by the pressure of diverse activities. The small school superintendent or principal lacks the staff of non-teaching specialists to assist him with the many duties and responsibilities and challenges that meet him every day. He is supposed to be a supervisor of instruction, transportation officer, publicity director, personnel manager, paymaster, accountant, "chief complaint receiver," part-time office secretary, and, if the janitor gets sick, he's that too. Let's not forget that more often than not he's scheduled to teach a class or two which is lucky to see him and much less likely to find him well prepared. It bothers him that he doesn't have time to prepare for his classes—but time waits for no man. The small school administrator personally participates in the organization and operation of almost every activity in the school program. This type of direct and personal involvement in the total business of education is far more likely to be found in small community school district administration than in large urban educational systems. The variety of activities and details which command his personal attention are such as to make it easy to lose sight of the important tasks in administration. Discrimination can be dulled by the heat and pressure of varied day-to-day activity.

A pause to refresh one's memory and to recapture some purposes is in order when this state of affairs is reached. One must back away from immediate tasks to survey the terrain. Some soul-searching questions should be asked. "Perhaps I'm not delegating sufficient work." "Maybe I can organize my time a little better." Or more realistically, "Is this more than one man can do, even in a school system called small?" Above all, "Am I keeping my eye on the ball?"

To lose sight of the ball means aimless motion and small chance of hitting the important tasks. Does activity justify itself? Hardly, if at all.

Keeping Your Eye on the Ball

It's most easy to lose sight of the educational program in the name of getting more urgent things accomplished. It is possible to get "too busy" to do the things that should be done. But purposes should drive a man, rather than pressures which may be beyond control and often inconsistent with each other.

> "Would you please tell me which way I ought to go from here?"
>
> "That depends a good deal on where you want to get to," said the Cat.
>
> "I don't care much where," said Alice.
>
> "Then it doesn't matter which way you go," said the Cat.
>
> "—so long as I get somewhere," Alice added as an explanation.
>
> "Oh, you're sure to do that," said the Cat, "if you'll only walk long enough."

Many of the problems which plague school superintendents are similarly of no consequence unless he cares where he wants to go. Honor societies, high school graduation requirements, the teaching of languages in the elementary school—these have real significance only when approached in terms of what schooling is designed to accomplish. But for a school administrator not concerned about basic direction, such questions might well be settled by tossing a coin. Keeping your eye on the ball is another way of saying that the purposes should remain in full view at all times.[1]

Lose sight of the educational program and you're at sea without a rudder or a guide. The administrator cannot be an effective educational leader unless he clearly understands the educational needs of the community which he serves.

There Are Stars To Guide Us

Available to every school administrator are a number of well-organized statements of educational objectives. Each attempt to formulate goals in education has helped clarify the role of public education. They have given direction to efforts to improve educational programs.

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[1] See Krug, Edward A. *Curriculum Planning*. New York: Harper and Brothers, 1957. p. 5.

A genealogy of educational aims was presented in the 1955 Yearbook of the Department of Rural Education. It is presented as follows:

A GENEALOGY OF EDUCATIONAL AIMS[2]

(1918) *Seven Cardinal Principles* (Commission on Reorganization of Secondary Education)	(1938) *Four Groups of Objectives* (Educational Policies Commission)	(1952) *Ten Imperative Needs* (Educational Policies Commission)
Worthy Home Membership Health Command of Fundamental Processes Worthy Use of Leisure	Self-realization	Family Life Health Think and Communicate Clearly Arts (aesthetic) Science Use of Leisure
Vocation	Economic Efficiency	Occupational Skill Wise Consumer
Citizenship	Civic Responsibility	Civic Understanding
Ethical Relations	Human Relations	Human Relations

As the above chart discloses, there is a close relationship in the various statements of aims in education. It behooves every administrator to comprehend the significance of the ends of education (no matter how stated) for the organization and administration of the school system. Purposes give meaning to his activities. Neither immediate pressure alone nor the flip of a coin is satisfactory justification for a superintendent's decision.

To be more specific, let's refer to the "Charter of Education for Rural Children."[3] In Article I of this "Charter" it is stated: "Every rural child has a right to a satisfactory, modern elementary education. This education should be such as to guarantee the child an opportunity to develop and maintain a healthy body; a balanced personality; to acquire the skills needed as tools of learning; to get a good start in understanding and appreciating the natural and social world; to participate happily and helpfully in home and community life; to work and play with others; and to enjoy and use music, art, literature, and handcrafts." Elementary school experiences should be designed with this point of view in mind. This would result in an enriched program rather than one limited to the three R's alone. Teachers as well as administrators can justify their work if it contributes to the realization of the goals stated.

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[2] National Education Association, Department of Rural Education. *Rural Education—A Forward Look.* Yearbook 1955. Washington, D. C.: the Department, 1955. p. 71.

[3] National Education Association, Department of Rural Education. *The White House Conference on Rural Education.* Washington, D. C.: the Department, 1945. p. 14-15.

The second article of the "Charter" pointed out: "Every rural child has a right to a satisfactory, modern secondary education. This education should assure the youth of continued progress in his general, physical, social, civic, and cultural development begun in the elementary school and provide initial training for farming or other occupations, and open the door to college and the professions." This is more than a secondary school program limited to meeting college entrance requirements. There is a need for administrative activities which can help to achieve a comprehensive high school offering in all small schools.

Although broad outlines of a desirable elementary and secondary school program can be found in the "Charter," there is more to an educational program than the course offerings alone. The task would be made easier if all children were cut from the same pattern and cloth. But children are as different in mental ability as they are in the more readily apparent physical shape and size. There are the gifted and there are the slow; there are the interested and the bored. There are homes that help the child's learning and others that contribute little.

Educational programs to meet the needs of the "in-betweeners"—the great majority of children and youth who fit in the normal range—are common. But the challenge to small school administrators is to marshal the resources necessary to provide for those who are exceptional and different (in any direction) from that large group known as "the average." Limited enrollments in small communities present special difficulties in the design of educational programs to fulfill the needs of the exceptional as well as the average. A teaching staff with all of the competencies needed can seldom be provided by the small school system alone. The need for effective intermediate units to supplement the services the small community school district can provide becomes increasingly apparent when efforts are made to provide for *all* children and youth. There *is* an alternative to doing without. Intermediate units can help. This is discussed in a later chapter.[4]

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[4] See Chapter 6, page 96.

Many small community schools are faced with the task of providing appropriate educational opportunities for another type of child whose needs are far different from what most schools are prepared to accommodate. These are the children who come from what have been termed disadvantaged rural groups. It has been estimated that a substantial majority of all the school-aged children who are not enrolled in any school are among these disadvantaged rural minorities.[5] Among these are the children of migratory agricultural workers and the children of closely knit cultural minority groups such as Indians and Spanish Americans. Although there are other disadvantaged groups, those mentioned are almost unique to rural and small communities.

A Wide Variety of Services Is Needed

In addition to grouping children into grades and courses with competent teachers, there are a number of other services which support and augment the instructional program of the school. As stated by Article Four of the "Charter of Education for Rural Children": "Every rural child has the right through his school to health services, educational and vocational guidance, library facilities, recreational activities, and, when needed, school lunches and public transportation facilities at public expense. Such special services, because they require the employment of specially qualified personnel, can be supplied most easily through enlarged units of school administration and the cooperation of several small schools." Meeting the need for some of these services in a small school system often poses unique problems. A few will be identified as illustrative.

Access to a wide variety of books and other materials on the part of both pupils and teachers is as essential to a good educational program in smaller schools as it is in larger ones. The small community, however, is less likely to have the services of a public or private library outside of what the school provides. In addition, it is frequently true that the work or educational experiences of school board members in many small communities may never have given them an adequate appreciation for the type of library facilities which should be available. This, coupled with a limited school enrollment, severely limits the variety of books and materials which is provided in many small community schools. Some communities have been able to solve this dilemma, at least to some extent, through developing a combined school and community library program. Although the type of books desired by most community adults only partially meets the needs of the school library program, wise selection on the part of school personnel of the books purchased by the school board can result in a much wider range of materials than would be possible by the school alone.

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[5] National Education Association, Department of Rural Education, *op. cit.*, p. 83.

Guidance and counseling services for small schools is another type of program needed to support and assist teachers as they go about the business of instruction. Providing a full-time (perhaps even part-time) guidance specialist very frequently is not possible. The quantity and quality of such services as are provided depends largely upon the ability of regular classroom teachers to understand and work with children. Their responsibility in this area is greater than is true for most teachers in larger school systems. They have to their advantage a closeness to pupils and their homes which provides many and frequent opportunities to know their pupils well—both in school and in other areas of community association. Much of the information that can contribute to their understanding comes informally. This is important and a valuable aid. But it is not enough. Certain types of information needed for adequate understanding must be obtained in more objective fashion. Administrative assistance and encouragement are needed. Outside assistance must be obtained regularly. The welfare and appropriate adjustment of pupils depend upon it.

There is even more to a school program than what is taught during regularly scheduled classes and certain other supporting services, however. Actually the educational benefits derived by some students from "extra curricular" activities may be as great as that gained in any other single class. Small schools have great difficulty in providing a sufficient range of student activities to meet the real interests of all pupils. The tendency too often is to focus all the attention and enthusiasm of the small school upon one or two activities and to excel in these far out of proportion to any real values the activity actually has for the educational or recreational development of the child. Examples of almost entire states or of individual communities where basketball (or girls basketball), baseball, skiing, or ice hockey form the axis about which the rest of the school program revolves come quickly to mind. Sure they have good basketball teams! But *they should* when this is the dominant emphasis of the school. Falling into the trap of too much emphasis on a limited area and not a sufficient variety of activities is a special problem of small schools. Other problems arise in regard

. . . and there are some who may have other interests.

to pupils who are transported, the inability of already heavily loaded teachers to adequately supervise student activities, the lack of continuity resulting from frequent teacher turnover, and finding time in the school schedule when such a program can be arranged.

Special problems exist in small schools in regard to health services. Contrary to general opinion, the health needs of children in small communities and rural areas are frequently greater than in larger communities. Transported pupils have a longer school day. Food eaten at home, although plentiful, may not constitute an adequate diet. Periodic health checkups are often more likely to be the exception rather than the rule. It is also true in many small communities that the organized health agencies are very limited at best. These circumstances provide certain unique challenges to the educational program in small schools—all too frequently totally unprepared to meet them.

The special problems small schools have in relation to the transportation of pupils, the maintenance of school buses and school buildings, providing a school lunch program, and the problems associated with securing competent personnel in these service areas quickly become obvious to every administrator who serves in a small school. The necessity for the administrator to keep in close touch with these varied programs in addition to the program of instruction, the problems of pupils, and the needs of teachers tends to put him in the position of being pushed and pulled from every direction. In a small school, without wise delegation, he has no one to assist him.

Our School—An Integral Part of the Community

As emphasized in the previous chapter, schools in small communities have the advantage of being close to the people. There are many resources within the community which present opportunities and experiences not easily found in larger schools. They may be available to children in larger communities, but are not nearly as accessible. It is the function of the administrator to do what he can to closely link the program of the school with resources for learning within the community. The halls of learning should extend beyond the walls of the classroom. There are material and human resources in each community which can help enrich the educational program provided.

Cooperation is a two-way street. Community resources are available for enriching learning experiences, and so too must school resources remain available for enriching community living. Children are not the only learners. Adults can learn as well. Adult education programs in small schools need not conflict with the primary function of educating children. There are many illustrations of fine adult education programs presently operating in small communities. Schools can contribute greatly to community improvement, particularly in the betterment of small communities. The rewards for community leadership can be particularly gratifying to the small school administrator.

Instructional Leadership—A Must!

There is ample evidence to support the contention that, in general, school administrators recognize the improvement of instruction as one of the most persistent professional problems. Unfortunately much confusion about instructional leadership continues to exist. Some accuse school administrators of being overly concerned with "buildings, bonds, and budgets." This could be a valid criticism. But, on the other hand, helping to design a better school building is setting the stage for better instruction. When the superintendent is instrumental in getting larger budget appropriations for teachers' salaries, he is creating conditions which may result in better teaching, and therefore is working for the improvement of instruction. Better lighting and better acoustics enable the child to devote a greater portion of his physical energy to the problems of learning. Less physical effort is drained in the adjustment to poor visual atmospheres or poor auditory conditions, and more remains to be applied to learning. The administrator is primarily concerned with setting up the satisfactory conditions which can mean improved instruction. Clearly, then, most superintendents do more to fulfill the role of instructional leader than often they are given credit for. Admittedly, this is an indirect contribution.

There are many ways to contribute to instructional improvement even though the superintendent's office may be far removed from the classroom. Instructional leadership was studied in considerable detail by the 1957 Yearbook Commission of the American Association of School Administrators.[6] This group emphasized that bringing about instructional improvement necessitated facilitating certain kinds of changes in classroom teachers, supervisors, and administrators as well as in parents and other citizens. This was more likely to be achieved by indirect means or through other people. The larger the school system the more indirect the superintendent's contribution. The administrator in the small community school district has the advantage in realizing a direct role in instructional leadership. As a matter of fact, one of the characteristics of any small school superintendent is that he is directly concerned with all aspects of administration. There seldom are aides, directors, coordinators, assistants, or what have you, to serve as "go-betweens." This is a distinguishing feature of the small school administrator and rather sharply differentiates him from the large school superintendent.

The keynote of AASA's 1957 yearbook is that organized involvement of staff members in the solution of problems related to instruction offers great promise for significant improvement in classroom teaching. The superintendent is regarded as the one person who can do the most to provide conditions and encourage and arrange processes for cooperative action. His willingness or recognition of the importance to do so, of course, is most necessary.

A recent survey of practices aimed toward improving instruction reports a number of recommendations, among which are: a pre-school-year meeting of school personnel; classroom observation by the administrator followed by a personal conference with the teacher; intervisitation by teachers; demonstration teaching within the school system; all-faculty meetings concerned with topics related to curriculum and instructional methods; pupil personnel; and cooperative staff projects.[7]

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[6] American Association of School Administrators. *The Superintendent as Instructional Leader.* Thirty-Fifth Yearbook. Washington, D. C.: the Association, a department of the National Education Association, 1957. 223 p.

There is general agreement that the professional school administrator is executing the responsibilities of instructional leadership when he promotes the policies and designs the organizational structure required to put into practice the kinds of activities which are likely to result in instructional improvement. To illustrate, a superintendent may seek board approval of a policy encouraging teachers to spend one day each year in observing teaching in other school systems. If the policy is adopted, it is necessary to provide the framework to effectuate the policy. Thus teacher applications for visiting other schools and the securing and paying of substitutes to replace teachers who are visiting must be organized to insure the practical success of the policy. In a small school the structure which helps to realize the policy can be much simpler, but the administrator's efforts remain a contribution to instructional leadership nonetheless.

There are other ways to enable a staff to perform more effectively. Making some clerical help available could free teachers for participation in various activities planned for the improvement of instruction. Actually, the clerical work done by teachers could be done less expensively by part-time clerical help or by certain high school students. Part-time help is not always difficult to locate in small communities. Commercial education students can be very effective aids to elementary and secondary teachers. Pupils who are interested in becoming teachers (or those who might be encouraged to become so interested) will in most instances accept "teaching chores" eagerly and with a great deal of responsibility. Leadership on the part of the school administrator is needed to convince the school board and the people of the community of the value and importance of such services to classroom teachers.

The real purpose behind instructional improvement is to enhance learning in the classroom. Recognizing outstanding teaching through special events and honoring extended service by teachers can improve morale and classroom instruction. Recognition is often much better and more appropriate than promotion of teachers to administrative positions. There are many ways to express appreciation—through notes of commendation from the administrator and the board of education on the fine work observed or through mass media such as press, radio, and television when such opportunities are available. Delegating to teachers important instructional responsibilities which they can perform is a sincere form of recognition of ability.

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[7] University of Chicago, Midwest Administration Center. *What About Improving Instruction?* Administrators' Notebook, Vol. 5, No. 5. Chicago: the Center, January 1957.

The dedicated desire of the administrator to devote the time necessary to become an instructional leader is the first step. There must be sufficient discrimination on his part to realize that a sizable portion of his efforts should be directed to this goal. The problems of curriculum and instruction need not be a blind spot for small school administrators. The many face-to-face contracts and the comfortable size of the school faculty enable the small school administrator to do a far more effective job in this area. The larger the system, the greater is the need for cumbersome machinery to realize these ends. There are tremendous opportunities for an administrator in a small community school district to become a truly effective instructional leader.

It doesn't take long to read the ten articles of the "Charter of Education for Rural Children." It's the type of thing that might help when you find yourself on that merry-go-round and are going every which way. It's well for an administrator to pause and refresh his memory as to what are the aims of education. The purposes of schools and of administration must be continually reinforced lest they be lost in the maze of organization.

In Retrospect:

...... There is the danger that the faster we move the more blurred become purposes. We can be "too busy" to do the things we should.

...... It is easy for a small school administrator to get caught in the machinery of administration.

...... The aims of education, however phrased, are the stars to guide us. They help us measure the worthwhileness of our activity.

...... "The Charter of Education for Rural Children" is worth reading again and again.

...... Community resources are available to enrich learning experiences in school and so must school resources be available to enrich community living.

...... Indirectly, most school administrators do more to fulfill the role of instructional leader than they are given credit for.

...... The dedicated desire to become an instructional leader is the first step toward more direct contributions to this end.

CHAPTER 4

Who Is on the Team?

SUPERINTENDENT Jim was busily working about his yard trying to take care of the huge backlog of home chores that will accumulate at any superintendent's home. As usual he had just a few minutes between the late afternoon closing of his office and an important board meeting.

His small daughter trailed him here and there as he rushed about.

Suddenly, in a burst of enthusiasm, little Jane cried out, "Daddy, is that board you are carrying the one you are going to meet with tonight?"

It seemed to Jim that there had always been a board of education in his life—some helpful, some difficult. But here was someone who didn't know about a board of education. Hey! Here is a pupil in my own school system who doesn't know what a board of education is. Here is my own daughter, the daughter of a school superintendent, and even she doesn't know what a board of education is.

Drawing upon his experience in an attempt to assemble and produce a satisfactory definition for his daughter, he was somewhat uneasy. Lost momentarily in his reflections, he finally stumbled through a definition that seemed to satisfy little Jane. Not, however, before what seemed like a hundred questions had raced through his mind.

Had he ever really talked this whole matter over with his board of education? Did they have a clear understanding of their place in the sun? Was he sure of where their work ended and his began? Did the people of the community understand all of this? Did the children in the school know of the community service rendered by the fine men and women on the board of education?

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As so often happens, a small child had asked a question so simple as to strike at the very depths of a problem. For the child a simple answer to a simple question seemed sufficient, but Superintendent Jim was to ponder on the matter all through the evening's board meeting and finally to tell the story of his daughter's question to his board.

After a little good-natured banter, the board members agreed that Jim and his daughter had put their finger on a vital problem.

The short discussion at the close of that board meeting raised such questions as: Where does the superintendent's job begin and end? How much of the board's job is administrative and how much of it is legislative? Should employees have a voice in policy making? What should be the relationship between a board of education and a parent-teacher association? How can a board of education be sure that the educational program is meeting the needs of the community?

Trite? Certainly, from many an administrator's point of view. The school administrator is a trained professional. But what of the board of education? Like Jim's board, the board in many instances may know little of how they can best function to represent their community, to provide leadership for their community, and, at the same time, utilize the professional services of a superintendent of schools in getting the whole job done.

You Can't Tell the Team Players Without a Label

Some groups and forces within a community have a direct influence upon administration of the community's school system. Others are more indirect but must be recognized nevertheless. School administration is no one man show. There are, of course, those who are formally identified as the school board, the superintendent, the principal, and the teachers. Pressure is an uncomplimentary name for the influence of people in the community not formally associated with the school. But there are key citizens in every community who help formulate educational policies (for better or for worse) even though many are unaware of it. The power structure of the community cannot be ignored by school administrators.

The administration of a community school is a dynamic process—perhaps more so in a small community where relationships are more of the face-to-face type than in a large community where people tend to escape into the crowd and where leaders can feel lonely by the sea of strange faces. The closeness of the school to the people can be an advantage in school administration in small communities. It can work to the contrary as well. Fundamentally it's a problem of teamwork—in policy formulation and in policy execution.

The administrator who develops the team approach can look for help from the school board, professional staff, the non-professional employees in the system, the children in school, the parents of those children, the businessmen of the community, and the countless other specialists and professionals. Each in turn will have a highly developed knowledge of some special area, and each in turn is capable of contributing from that knowledge to build a better school system. But the *lines of communication must be kept open* for all to contribute.

What is the character of these individuals and groups, and how can we get them to work in concert as members of the administrative team? First let's look at the formally titled and more easily recognized members of the administrative team—the school board and the superintendent.

In the Beginning There Were School Boards

Actually this is not quite true. In the beginning there were people who valued education. They selected representative people to serve as school boards. School boards, in one form or another, have been a part of American public education since its inception. In the beginning they were committees appointed from New England town meetings. Their job was to organize, build facilities, secure a teacher, and administer a school program for their little community. Education was then strictly a local function, and the school committee was law unto itself. But always it was the people of America who gave birth to public education—professional workers in education followed.

Education was too powerful and important a factor in America's development to be left entirely to the whims of localities or to be carried on in a helter-skelter fashion. Soon after the United States became a nation, the states began to pull together some of the loose ends, and soon laws and constitutional provisions were established to dispel the disorder. Fortunately, a large degree of local control of schools persisted, even after the establishment of free public schools was made mandatory. Boards of education became a means to keep the control of schools close to the people of the community. The value of parental interest in the education of the child continues to be recognized in a nation where education is legally a function and responsibility of the state. The state's responsibility has been decentralized by delegating authority to local school districts of various types. Each is controlled by a board of education, and board members actually serve as state officials when they serve their local district. A school district is a political division of the state, created to aid in the administration of government. Every state has delegated great responsibilities to local boards of education in its desire to keep education close to people.

School Boards Have Character

No two school boards are exactly alike. This is fortunate, for no two communities are alike. Some school boards are elected and some are appointed. In some parts of the country, school boards are elected at the time of the general elections; in other places, they are chosen at special elections or special school district meetings. Most elected school boards are chosen by non-partisan ballots, and the actual degree to which school boards are identified with local politics differs state by state and community by community. Even in appointive situations, it would be unfair to brand the school board as a tool of the appointing agent or agency. There are many illustrations to the contrary. Fortunately, a high level of integrity in matters affecting the education of our children has been our tradition.

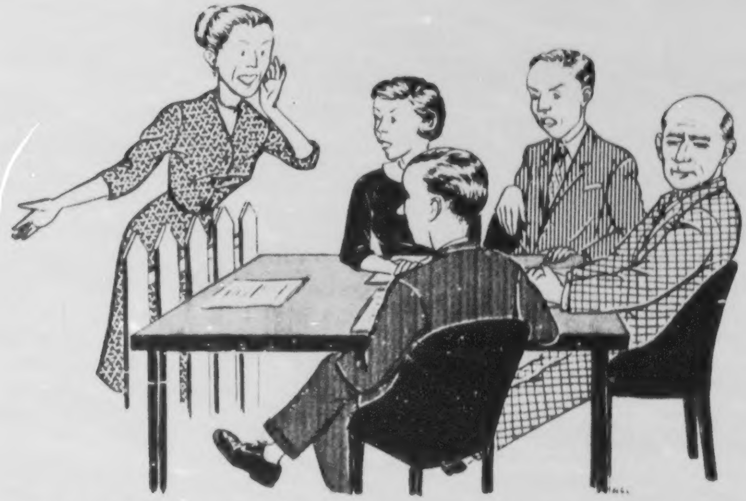
The number of members on a school board is as variable as it is controversial. The merits of the five-, seven-, or nine-man board are discussed in every section of the country. Some of the joint districts in Pennsylvania have twenty-seven, thirty-six, and even sixty-four member boards. Generally the preference is for a board of a size to act effectively as a committee of the whole, but not so small that they can be dominated by a single strong personality.

Examination of the situations in individual communities will reveal many unique arrangements. Often in the small community there is unwritten agreement as to the make-up of the board. There may be agreement for geographic representation of the various parts of the district, or the agreement may concern the proportion of farm to village representation. The unwritten law may decree that there shall be at least one farmer on the school board of a newly formed community school district. In earlier years it wasn't unusual for the school board in many small communities to be largely determined by a single family. Such family-dominated boards of education have now become a rarity. The enlargement of districts and mobility of population have largely eliminated such practices.

School boards should reflect the hopes and aspirations of the community for its schools. Some boards achieve this through a strong control of every detail concerning the educational program. Other boards function as a "rubber stamp" for the thinking of the professional administrator. Between these two extremes lies the kind of school board-superintendent relationship more likely to result in educational progress. More and more, boards of education regard themselves as playing two roles: (a) fulfilling their responsibilities spelled out in the state statutes, and (b) forming policy for the local school within the legal limitations.

All boards want their local district schools to be good schools. They employ formal and informal means to evaluate what goes on in the schools. Fortunate is the school staff where the school board tries to formalize its evaluation. Subjective evaluations based on strictly informal and unscientific approaches may be both humorous and terrorizing.

The school board meeting that opens with a member saying, "I understand that Mrs. Jones' boy has not been......," may be off for an extended discussion of petty items, none of which has any direct bear-



Some school boards evaluate teachers from back fence gossip.

ing on the real problems of a board of education. Individual board members and boards do exist who evaluate their teachers through what they hear on the street. Usually it is the disgruntled who talk the loudest; the stable and thinking people hold their counsel. "Back yard" evaluation, wherever practiced, generally leads to dissension in the community and a level of staff morale that virtually precludes the possibility of a good educational program. The superintendent has the duty to keep the board fully informed. Objective information on educational progress gathered through self study or a survey conducted by consultants from without the school system are often necessary to supply boards of education with the perspective they need to evaluate complaints or other remarks gathered through informal channels.

Since World War II a great deal of attention has been focused on the functions of school boards. Perhaps war-time concern with personnel management and the dynamics of personnel relationships developed interest in this concern. The restriction on democratic procedure that existed during the emergency and a subsequent reawakening of the desire for the practice of democracy at a more idealistic level also may have contributed to the need for another look at the job of the school board.

School Boards Do Have a Job To Do

The chief responsibilities of school boards have been identified as the following:

1. To develop and constantly improve the educational program
2. To provide personnel for staffing the program
3. To provide and maintain an educationally efficient physical plant
4. To secure adequate financial resources
5. To maintain a two-way contact with the adult community and schools
6. To choose the chief executive and work harmoniously with him.[1]

These are important responsibilities for they cover every phase of education. But they are general statements which fail to specifically declare how a housewife, the operator of a grain elevator, or a farmer can fulfill these functions by meeting for a few hours each month. It is imperative that those who expect personally to execute all aspects of education have the technical information and professional preparation for the task. It is fortunate that many boards of education in small communities are coming to realize that the whole task of school administration can't be done by lay people with full-time occupations in areas other than education.

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[1] American Association of School Administrators. *School Board-Superintendent Relationships*. Thirty-Fourth Yearbook. Washington, D. C.: the Association, a department of the National Education Association, 1956. p. 35.

Teamwork calls for each member to do what he is best able to do. Boards are in the best position to know the hopes and aspirations of people of the community and, therefore, to determine the broad policies necessary to fulfill them. Their chief executive (the superintendent), if he has been carefully selected, is prepared by virtue of professional education and experience to implement the policies of the board. The executive officer marshals the human and material resources and organizes them to achieve the spirit of the board policies.

To illustrate, the problem of who is to select teaching personnel is one that haunts many a school board member and administrator in the small community. It is not uncommon to find school boards who cling to the desire to interview and employ all teaching personnel, with or without the recommendation of their administrator. And yet the superintendent is held responsible for the work of all school personnel. Such views toward the employment of personnel are common in small communities but not in large communities.

The *team approach* in the selection of professional personnel has been more highly developed in the larger communities. The team approach takes into consideration the professional status of the teaching members of the staff and gives them voice in nominating candidates with whom they would like to work; it gives status and responsibility to the administrative staff in screening candidates so nominated and gives final responsibility to the board of education to act upon a list of carefully screened nominees. The board can set the policies which spell out the kind of teachers or other employees they want in the school system. The superintendent with his staff executes the policy.

Many and different people comprise the membership of boards of education in America. Effective action demands that they pull together as a team where matters of education are concerned. Differences of opinion are not to be squelched but rather examined with educational purposes in mind. The American Association of School Administrators recently enumerated six basic requirements of individuals who aspire to school board membership:

1. Acceptance of the principle of board unity and the subordination of self-interest

2. Effective understanding of the executive function and the willingness to support it when administering board policies
3. Demonstrating initiative, informal leadership, and insight in board planning and policy making
4. Effectiveness in personal relationships
5. Effectiveness in staff and group relationships
6. Courageous action for the good of the school in spite of pressures and influences.[2]

The recruitment of candidates who can meet these six basic requirements often constitutes a seemingly insurmountable task in the small community. Qualified leaders are often reticent about declaring themselves available for a job that carries so little compensation and the possibility of so much criticism. Not infrequently those best able to serve have to be asked to give of their service.

This seeming dilemma is sometimes solved when other board members encourage competent community leaders to run for election or to seek appointment. In a few small but progressive communities, specific machinery has been set up to select high quality nominees. In such instances, a selection committee that is representative of the community considers the requirements of the office and sponsors able candidates. Such a committee often originates with a non-partisan group such as a community council or parent-teacher association and is composed of representatives of many community groups and organizations. Often the candidates selected are people who have demonstrated their interest and ability through service on an advisory committee to the board of education.

Yes, boards of education are very important people on the team. The laws make them so. But their communities make them even more important. The key to the board's effective operation lies in its relationships to the people of the community and to the superintendent of schools. Superintendent Jim and his board can spend many profitable meetings just ironing out working relations.

The Superintendency—An Evolutionary Product

Much of what we have said thus far has strongly hinted at the concept of teamwork in the development and functioning of a school system. Today's team involves a school superintendent—but it wasn't always that way.

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[2] *Ibid.*, p. 30-31.

Early in the development of the American public school system, it was the chairman of the school committee who had the responsibility of the day-to-day administrative details. In some small rural districts a single trustee ran the schools between annual meetings. The vestigial remains of this type of school administration which still persist are most likely to be found in small communities.

With the development of cities, the task of administering schools became too time consuming to expect an unpaid layman to do the work as a part of civic responsibility. The first city superintendencies were established in Buffalo, New York, and Louisville, Kentucky, in 1837. Most of the large cities employed school superintendents before the beginning of the 20th century.[3]

It was during this same period of time that states were establishing an intermediate level in the organizational structure for administering the state system of public schools. In 1829 Delaware enacted legislation establishing the county superintendency and by 1879 only four of the 38 states then in the union had not created such an office.[4] A general supervisory type of responsibility for the administration of the multitude of small districts outside of cities was assigned to country superintendents. Most of the local districts in rural areas and smaller communities continued without a professional administrator of their own until relatively recently. Many districts are still without administrative service except as provided by the county school office.[5]

One of the difficulties encountered in the administration of the small comunity school can be traced to the fact that the concept of the superintendency is a "Johnny-come-lately" in most small communities. It is not uncommon, even today, to observe the superintendency functioning incompletely in many small communities because of remnants of a concept of school administration as the sole function of trustees or boards of education. It is truly a challenge to the small school superintendent to remain professional and statesmanlike under such conditions. Sometimes he is torn between his need for personal security and what he knows to be for the best interests of the children in his community.

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[3] American Association of School Administrators. *The American School Superintendency*. Thirtieth Yearbook. Washington, D. C.: the Association, a department of the National Education Association, 1952. p. 55.

[4] National Education Association, Department of Rural Education. *The County Superintendent of Schools in the United States*. Yearbook 1950. Washington, D. C.: the Department, 1950. p. 31.

[5] See Chapter 2, p. 24.

The needs of the children must always come first! However, the superintendent of the local community can work at many problems without "going too far out on the limb" *if he makes problems the issue rather than himself.*

The superintendent is the professional representative of good education in every school board meeting. It may be that he feels his superintendency too small to offer a good educational program; it then falls to him to supply the vision necessary to cope with the problems of the district in supplying a good program. The solution may lie in either reorganization or cooperation. Before he despairs and starts on the nomadic treadmill of seeking Utopia, he should look about him to see what can be done with the resources near at hand.

The Portrait of the Man

Who is this small school superintendent? What manner of man is he? How is he compensated? An Iowa study portrayed the typical small school superintendent in that state in 1956 as a man 45 years of age. He is likely to be married and to have two children. The chances are that he grew up in a small community as a son of a farmer. The small school superintendent has earned 47 semester hours of credit in professional education courses. Social studies, mathematics, or science are likely to be his teaching fields. He holds a Master's degree in educational administration. He has attended college or university within the last six years, and says that he reads five professional books per year and reads five popular professional magazines. He is likely to be a member of the State Education Association and the National Education Association. He attends approximately three educational conferences per year. He rents his home in the community and participates in at least two civic organizations. As his age indicates, he is a man of maturity and has had about fifteen years of public school experience, nine of which have been as school superintendent. His average salary is $5,743 with no outside income. The board pays his traveling expense to professional meetings and on school business trips. A 40 hour week is an undreamed of luxury for he puts in about 63 hours per week.[6]

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[6] Meverden, Merville L. *Functional Relationships Between School Administrative Officials in Small School Districts of Iowa Operating at Least a Twelve-Grade School System.* Doctor's thesis. Iowa City: State University of Iowa, College of Education, 1956. 452 p. (Typewritten)

This Iowa picture corresponds closely with the "typical" rural superintendent in 1950 as described by The American Association of School Administrator's study. The "typical" rural school superintendent was older, more experienced, better prepared professionally, and somewhat better paid than his counterpart in 1931. In comparing the urban superintendent with the rural superintendent in 1950, it was found that the urban superintendent was two years older, had one-half year more of college preparation, was more likely to have majored in school administration, and was better paid.[7]

A Big Wheel or a Little Cog

Regardless of the size of the school system, a superintendent can make a statesmanlike contribution to education. One does not have to go around continually in circles to become a "big wheel." A primary function of the superintendent is that of providing leadership. To do so, however, requires that he travel in ever widening circles.

The superintendent at the intermediate level is in a position to coordinate certain human and financial resources of a large area to provide facilities and services for community schools. He faces the challenge of doing this big job without destroying the identity of the community schools within the area.

The superintendent of a small school has just as big a job and a chance to measure the outcomes of his work in terms of its effects on children. If his superintendency embraces an identifiable community of a size justifying a twelve-grade school system, he must provide the leadership necessary to make this kind of educational program available for the community. The children of the community are dependent upon him to provide that leadership; the people of the community are dependent upon him to provide leadership in protecting the integrity of their community. Doing this type of job may require a largeness of stature that enables the man to work cooperatively with fellow superintendents, alone if necessary, or through the intermediate unit if an effective one exists. Before a superintendent of a small unit gets the idea that his job is unimportant or develops a "left sitting" complex, he should appraise his job in terms of genuine service to pupils rather than numbers of pupils served.

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[7] American Association of School Administrators, *op. cit.*, p. 334-38.

One must recognize, however, that all school districts are not adequate nor efficient. There are instances where the most statesmanlike action that a superintendent could take would be active participation in the dissolution of his superintendency and reorganization of the administrative area to insure a more adequate program. Actions such as this are not unheard of, and the vision and statesmanship of the individual is almost always rewarded positively.[8]

One of a Team

The past decade has seen a most remarkable focus of attention upon almost every aspect of educational administration. Much of this effort had earlier roots but received tremendous impetus with the creation of the Cooperative Program in Educational Administration. Through selected coordinating institutions, the research facilities of almost every college and university which prepares administrators was involved. Administrative leadership was studied in every area of the country and many publications describe the findings. One of these identified four aspects of the job of the superintendent, as follows:

1. Maintaining effective interrelationships with the community.
2. Improving educational opportunity.
3. Obtaining and developing personnel.
4. Providing and maintaining funds and facilities.[9]

Not one of these aspects suggest much sedentary or chairborne activity. Even in these four broad categories, it is evident that the superintendent has to be a "doer" of things. It is also evident that what he does will involve intricate human relationships at a very high level.

The superintendent thus becomes a member of a large and varied team involving parents, non-parents, board of education members, members of the administrative staff, the teaching staff, and pupils. The superintendent alone is a generalist. *The ultimate goal is a satisfactory community-school educational program.* This requires that all elements of the tasks of the superintendency be accomplished, and, yet, that a balance among them be maintained.

The CPEA study suggested that in fulfilling these responsibilities, the superintendent must work through a problem-solving process, the elements of which may be described in order as follows:

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[8] See Chapter 5, p. 72.

[9] Davies, Daniel R. *CPEA Reports to the Profession on—A Developing Concept of the Superintendency of Education.* New York: Bureau of Publications, Teachers College, Columbia University, 1953. p. 4-15.

1. Sensing the problem and surveying its aspects.
2. Relating the problem to the people.
3. Making decisions.
4. Implementing and reviewing.[10]

To follow through with the team concept, it is fundamental to sense the fact that several people working to identify a problem are more apt to see all of its facets than is just one individual. Several individuals, each representing the values, concepts and problems of his own living, are together more likely to construct for the superintendent a complete relationship of the problem to the people than he could construct through his individual and isolated effort. Again, the decision and the subsequent evaluation assume a completeness when representative of joint effort.

It is not suggested here that democratic process is a means by which the superintendent can delegate responsibility for major policy making in order that he may have more time on the golf course or at his favorite fishing stream. To the contrary, this approach to administration through teamwork requires more time, thought, and effort on the part of the superintendent than would unilateral action.

Administrative process involving participation by the groups affected implies an organization or structure through which to work. Chandler and Petty suggest: "Unfortunately, there is no universal rule-of-thumb or magic formula for establishing and effective organization. There are, however, some common elements in the process of establishing and maintaining a pattern of operation on the local level. These elements include:

1. As a beginning, establish an educational planning committee composed of representatives selected by the staff.
2. Set up additional committees to meet specific needs (such as curriculum committees, personnel policy committees).
3. Provide committees authority commensurate with responsibility.
4. Maintain open channels of communication.
5. Establish advisory groups that include citizens and students in their membership.
6. Continuously and cooperatively evaluate the organization."[11]

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[10] *Ibid.*, p. 4.

[11] Chandler, B. S., and Petty, Paul V. *Personnel Management in School Administration.* New York: World Book Co., 1955. p. 64.

To Illustrate

To bring theory to grips with reality, let us consider the case history of a community in turmoil. This is a real community—the facts related here are the facts of the situation. Only the name of the community remains anonymous.

"Little River" had been a quiet little community for over a century. Its school reflected tradition in both its offerings and its operation. The community saw superintendents come and go in rapid succession.

Two factors upset the balance of this community. At the time of the upset it would probably have been difficult for any of those involved in the situation to have been objective enough to identify them.

The first impact upon the complacency in the community came with pressure for reorganization of the area served by the school and the program of the school. The people of the village and the surrounding area were caught up in violent argument over a plan involving the creation of a (consolidated) district, building of additional school facilities, closing of a number of one-room schools, and additions to the school program.

The plan was made by a small group representing board of education, administration, and state department of education officials. In short, the plan was made at the top and handed down. The plan was "sold" to enough voters to be carried in a referendum.

Enemies were made, and they remained enemies long enough to make sure the superintendent lost his job. Further community discord was created between those who thought he should have been fired and those who favored him.

The second impact came upon the community during the tenure of the succeeding superintendent. The suburban movement began and the community of "Little River" began to count many new faces among its population. These new people were demanding a voice in community affairs. It was natural that the "natives" of the community should express some reluctance to give up power to the "newcomers."

Unfortunately, Superintendent No. 2 identified himself with the newcomers and became the focus of the struggle for power. Amidst great furor he also found himself without a job. In the process, old animosities were aroused and new ones were created.

Superintendent No. 3 found himself facing a community in turmoil. Neighbors were not on speaking terms. There seemed little chance of cooperation between the "ins" and the "outs." There was, however, a rather immediate and pressing problem. Additional school building facilities were going to be needed and soon.

Superintendent No. 3 talked the matter through with his board of education. He led them to see that, if there was to be improvement in the situation, people must be helped to work together.

Among the many techniques employed was working with a citizens committee to make a comprehensive survey of the total educational program. The committee was selected deliberately to represent dissenting groups, but also carefully to select only individuals known to be capable of objective thinking.

Other committees were subsequently appointed to perform other specific tasks. Soon, over one hundred of the community's leaders were involved in committee consideration of various phases of the school program. Their recommendations were made to the board of education and given most careful deliberation. In two years, a recommendation came from the people to the effect that something must be done about more school facilities. The board of education appointed a committee to help plan facilities. The parent club stepped forward with a committee to publicize the need.

The community voted a bond issue for the school—not unanimously, but it was by a substantial margin. This new school in the minds of all was to be "their" school. Needless to say, all the old animosities were not forgotten, but people learned to work together in seeking a common goal. They learned to compromise differences, and you can bet that some of them learned that the other fellow wasn't so bad after all.

This experience by no means is the exclusive experience of "Litttle River." It is an experience that has been repeated to some extent time and again all over our country. It points out that citizens can be made part of the administrative team; without them little can be accomplished.

Who Is the Principal?

When one tries to analyze the job of the building principal, he finds himself faced with a multitude of varying situations. There are situations where the principal is part-time administrator and supervisor, part-time administrator and teacher, or full-time administrator—of an elementary school or of the high school. In other situations he is responsible for administration and supervision of the twelve-grade program. He may in some situations be in a position analogous to that of a local superintendent, with direct responsibility to a local board of education.

In rural areas, it is common to find the principal filling one of two roles: either that of a part-time administrator and supervisor, or that of the chief school officer of the community.

Numerous surveys have to a large extent defined the responsibilities of the rural school and small school principal. In general, these surveys reveal that in most schools having fewer than 500 pupils, the principalship is a part-time job. In these situations, the superintendent usually fills the role of both the chief school executive and the principal. Principals frequently teach up to five classes a day in schools with less than 100 pupils.

The "typical" high school principal in the small Iowa communities in 1956 administered a secondary school with 112 students. Classroom teaching occupied a large part of his day. He spent less than 15 percent of his time at supervisory duties. If the principal of the small school is fortunate, he has some part-time secretarial service.[12]

Elementary principals in most small communities where districts have not been reorganized are difficult to locate. The chances are that where a person has the title of elementary principal he is a teacher first and then a principal. Most elementary school principals in small communities perform only those administrative and supervisory functions that can be performed outside of regular class hours.

In many small high school situations the principal is somewhat of a "fifth wheel." The superintendent is actually head of the high school and there may be no need for two trained officials for handling of the administrative and supervisory functions. In some such situations, the principal is charged with coaching responsibilities, and the tenure of his position may well depend upon his ability to produce winning teams.

Boards of education should recognize the need to study the supervisory and administrative duties in their school system and arrange time for a trained person to handle them. In most small school situations, the efforts of a superintendent can often be better supplemented by the assistance of a guidance specialist, an instructional supervisor, or clerical personnel than by additional administrative personnel.

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[12] Meverden, Merville L., *op. cit.*

In many small communities and rural areas where the school districts have been reorganized into a substantial community school district, the full attention of the superintendent is usually demanded by such functions as coordination, transportation, program building, recruitment and selection of personnel, central purchasing, and the development of co-operative or shared services to strengthen the local units. Under such circumstances, it is possible for the principal to attain honest professional status in the supervision of personnel, the development of inservice training programs, administration of salary and promotion policies at the local level, and general integration of his program with that of the superintendency. The principal becomes responsible for clearly delegated activity; for maintenance of physical facilities; for the activities of his staff. When conditions such as these are the case, the principal is an active member of the team. Good human relations depend upon clearly defined functions. The principal can be a key figure in keeping personnel optimistic, alert, and interested in the accomplishment of the objectives of the school system.

One of the administrative problems somewhat unique to small school systems, therefore, is the variability and uncertainty which often surrounds the position or functions of the principal. In all too many cases "principal" is an honorary title given to a person who might perform such clerical chores as collecting lunch money or selling tickets. What research and opinion there is available casts considerable doubt as to whether an administrative principal can be justified in most small community schools if the superintendent can be sufficiently free from teaching and routine duties to permit him ample time for the necessary administrative tasks.

Power Play by the Principal

Assuming that the board of education understands its role as a legislative and judicial agency and that the superintendency is efficient in size and organization, what things can the principalship do to back up the play? One of the most recent analyses describes the general duties or content of the secondary school principalship in four general categories:

1. Improving the educational program.
2. Selecting and developing personnel.

3. Working with the community.
4. Managing the school.[13]

Although the above duties are reported in regard to the secondary school principalship, each is undoubtedly equally applicable to the elementary principalship as well.

It must be kept in mind that the principal is a member of the team. The way in which the specific duties of any principalship will be accomplished will vary from day to day and from situation to situation. In some instances, action will involve decision; in some, delegation; in others, recommendation. Over-all, it is the principal's responsibility to encourage staff, parents, students, and others to work cooperatively toward the best school program conceivable in the local situation. The role of the principal is to provide:

> A climate of efficiency, cooperation, service, and stimulation within which the school program, as it exists, can operate most effectively.
>
> Leadership and coordination in periodic and continuing evaluations of the effectiveness of the total school program in meeting the needs of the students.
>
> Leadership and coordination in continuous revisions of the total school program to meet the needs of the students.[14]

Principal Bill had been discussing curriculum problems with the superintendent and fellow principals from throughout the district. The group had not come up with any formal conclusions or any course of action to be followed, but they had expressed a feeling that things could be better and that there was need for change.

Bill became more aware of his own situation as a result of those conversations, and, over a period of several months, took an inventory of what was happening in his own high school.

It appeared obvious to him that there were many curricular problems of which he had newly become aware. It was also equally obvious that the teachers seemed not to be aware of them, or chose to ignore them.

How was Bill to bridge the gap between what existed and what might be? In his search for an approach to the situation, he discovered that the school's rate of drop-out between the seventh and twelfth grades was 60 percent. He knew that this situation was a cause of some concern to both parents and teachers. Perhaps this was the starting point needed to develop an awareness among the faculty and in the community that Sunnyside High School had some unresolved curricular problems.

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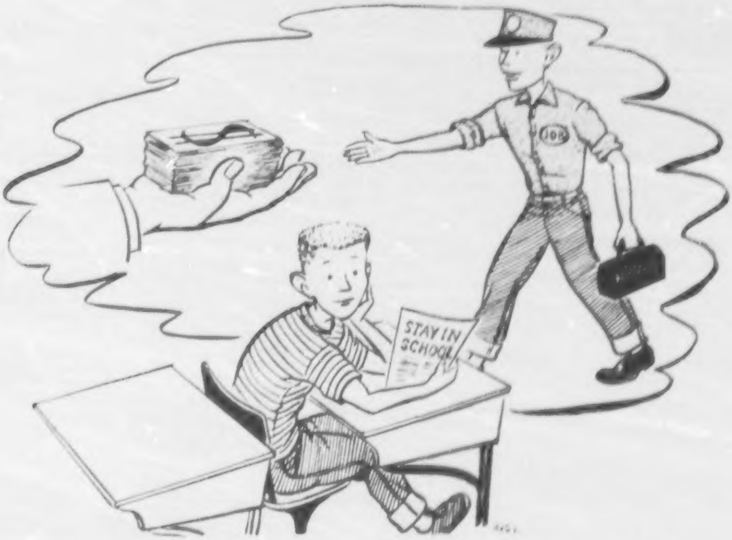
[13] Cooperative Development of Public School Administration. *Your School and Staffing—Secondary Principalship*. Albany: New York State Teachers Association, 1955. p. 8.

[14] *Ibid.*, p. 9.

Bill started out by asking a teacher group to determine the drop-out rate for themselves. Using past attendance records, the teacher committee tracked down each pupil who was a seventh grader in 1948. They sorted out those who had transferred to other schools from those who had actually dropped out, and they finally came up with a list of those who had not finished high school.

Miss Henry, who worked with the teacher committee, became especially interested in those who had left school. She asked Principal Bill if he would approve of her studying the reasons for their dropping out as a part of her program for an advanced degree at the neighboring university and if she could have access to all of the records, reports, and data that she might need. He gave his consent readily and offered his assistance in any way possible.

The teacher committee reported their findings to the PTA, and a committee of mothers was appointed to talk with families where a child had recently left school.



Is the limited school program really worth their staying?

When Miss Henry and the mothers had completed their investigations, they made detailed reports to the PTA and other groups. Parents and teachers discussed the reports in a lengthy meeting. It was decided that a joint committee of parents and teachers should get information about the drop-out situation in other schools. Principal Bill helped the committee find out about some schools that had higher holding power.

It developed that there were clear differences in educational purposes between Sunnyside's program and that of many of the other schools. There was a heated debate at one PTA meeting over whether a school should teach more than the 3 R's. During the course of several meetings, reports were given by people from other schools and from the neighboring university.

Principal Bill wisely played the role of helping the teachers and parents get information and resource people. He patiently waited for the framework of a school philosophy to grow from the group. At times his patience grew rather thin because the deliberations extended over months and then over a year. Yet, the awareness of problems that was growing in faculty and community was source of sufficient satisfaction to prevent his attempting to dictate any specific action by the faculty.

As time passed, there was an increase in the number of Sunnyside teachers attending summer schools at nearby colleges and universities, and the participation by Sunnyside teachers in professional meetings and conferences increased.

Under Principal Bill's leadership, teachers and parents directed their efforts toward spelling out a philosophy for their school and finally toward changes in courses and course content in order to implement the philosophy. The new Sunnyside program gradually developed into one far different from what the community had previously known.

Anderson and Davies indicate that administrators seeking ways to build responsible leadership within their staffs can profit most from an attempt to develop certain capacities in themselves and in staff members to the maximum possible degree. These capacities are identified as follows:

1. Functional leaders know how to work cooperatively with others.
2. They know how to keep the group's effort pointed toward a mutually accepted goal.
3. They appear to have a highly developed sense of integrity.

4. They have ideas—functional leaders are not conservative "stuffed shirts."
5. They know how to listen and to interpret the wishes and the needs of the group they serve.
6. They symbolize the group's aspirations as to conduct, dress, bearing, and general behavior.[15]

Reserve Forces

The teaching staff, custodial staff, bus drivers, and parents in any community represent a tremendous reserve of energy that is often left on the bench in a community. Too often when the superintendent or principal steal the ball and run with it, there is likely to be some tendency for the reserves to move over to play on the other team. In the foregoing illustration, Principal Bill used his reserves knowing full well that, when it came to winning the game, they would be the ones who had to transfer the plays into action.

The urges for freedom of expression, independence of action, and freedom from autocracy that were expressed so vividly in the founding of our country are not now latent or dormant. They are fundamental human drives. As such they must be recognized by the school administrator in his dealings with all of the people concerned with a school system.

The faculty that is left out of policy planning is never wholly sure of the job that is to be done. Such a faculty never quite gives its full support to the program. Such a faculty more often than not exudes an air of negativism that penetrates to the far corners of the student body and the community.

The community that is not involved in problem solving may develop a community character that ranges from apathy to opposition. Faculty members also may feel like outsiders. And what about the children? Or is it assumed that their feelings can be overcome by some "motivational" hocus-pocus?

People work best when there is a challenge to be creative. They work best when they have true status and clearly defined responsibilities. John Q. Taxpayer supports his school system when it is clear to him what the system is trying to do. He supports the teacher when he knows just how she is trying her best to help his child.

Mr. Public likes to be asked to help determine the policies of the school system. When asked, he will go to great lengths to give of his time and effort to be constructive. When ignored, he may work vehemently to bring about change—right or wrong.

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[15] Anderson, Vivienne, and Davies, Daniel R. *Patterns of Educational Leadership.* Englewood Cliffs, N. J.: Prentice-Hall, 1956. p. 21.

Progress Comes from Teamplay

Each school system is unique in its functioning; yet in each there are common elements. The concept of local determination within the framework of state statute has led to the formation of boards of education or boards of trustees at the local level. Such boards have evolved to where many of the actual implementing responsibilities have been delegated to a superintendent or a principal, depending on the size of the community or the amount of growth that has taken place. The principal or superintendent in turn interprets the policies of the board of education to the staff of teachers, custodians, bus drivers, cafeteria workers, clerks, and others.

Evolution of thought and practice in personnel administration has tended toward discounting the strict line-and-staff type of organization as less effective and less efficient than a dynamic organization that places emphasis on interaction and individual creativity.

The more fluid, teamwork approach to public school administration is in keeping with the basic principles of democracy under which we live. Yet it is essential that clear delegation of primary responsibility be made and that, through systematic evaluation, these responsibilities be carried through to completion.

On the other hand, it is essential that, for progress to be made, all levels of responsibility be represented in policy formation. Such democratic participation in policy formation insures an avenue for expression of creative thought for each individual and, at the same time, insures a higher degree of understanding of over-all goals by each individual in a school—board of education, administration, teachers, pupils and parents.

To function properly in this fluid situation, the professional administrator must be skilled in the process of leading, schooled in an understanding of community organization and in an understanding of the psychodynamics of human behavior, and, above all, competent in the art of communication.

When a teamwork approach is assumed in school administration, the goal should be a maximum development of human resources, not just pupil resources, but *all* resources—including those of the community and the total school staff.

In Retrospect:

...... In the beginning, boards of education were the sole school administrators.

...... Boards of education keep the schools close to people. This is true in a nation where education is legally regarded as a function of the state. of the field of education. Neither time nor professional education qualify board members to execute the details of school operation.

...... The vestigial remains of administration by boards of education alone are most likely to be found in small communities.

...... Most members of boards of education have full-time occupations outside

...... Each member of the administrative team should perform those functions best suited to his talents and position.

...... The power structure of the community cannot be ignored by school administrators.

...... The typical small school superintendent is a mature man with family responsibilities. He is a professional qualified by experience and education as an administrator.

...... One is more likely to find a secondary school principal than an elementary school principal in small communities.

...... In many small community schools it might be better to have a specialist in guidance or instruction rather than a second administrator.

...... The teaching staff, custodial staff, bus drivers, and parents in a community represent a tremendous reserve force for the administrative team.

...... Clear delegation of primary responsibility, free and open channels of communication, and the tapping of all human resources are essential for efficient teamwork in school administration.

CHAPTER 5

Trouble Spots in Small School Administration

THE small school administrator often looks at his city cousins with envy and with the hope that someday he may make the grade to a large school system. Perhaps this kind of thinking is the number one trouble spot in small school administration. Success in administration is far too often judged by how fast a man can get from a small community to a larger one. Professors of educational administration, professional education associations, as well as school administrators have been guilty of confusing size with success. This is a problem of attitude which is in need of correction before one is capable of tackling other trouble spots.

The importance of administrative leadership in small communities cannot be overemphasized. Many of the problems of education in rural areas are unique. This means that the task of rural school administrator also is in some respects unique. A sense of mission and dedication to the cause of education for rural youth must be the very minimum of his attributes.

Identifying the Problems

One way to look at the proportions of a job is to ascertain the basic problem with which it deals. The small school administrator is faced with some perplexing situations. For purposes of discussion, it is necessary to isolate certain of these problems and tasks of the small school administrator to better identify some of the trouble spots. It is not implied that difficulties are found only in the administration of schools in small communities. There are some problems which can

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be found in large as well as small communities. The focus of this yearbook, however, is limited to administration in small communities. By highlighting some of the trouble spots, it is hoped that some light may be shed on likely solutions.

Prior to the actual writing of this yearbook, a survey was conducted to ascertain the major problems experienced in the administration of twelve-year school systems in small communities. Over 150 small school administrators in twenty states were contacted. The results of this study revealed several areas of considerable concern in the administration of small school systems. To be sure, there were other problems. But those which appeared most frequently in the administration of twelve-grade school systems in small communities can be classified under the following four areas:

1. *Inadequate District Organization.* This perhaps is basic to all problems confronting small school administrators. Certainly the problem of financing portions of educational programs through local resources is intimately tied up with district organization. Many of the other identifiable problems in small school administration can also be linked with district organization.
2. *Providing Comprehensive Educational Opportunities.* The limited enrollments (particularly at the secondary level), the limited number of professional staff people, and the limited funds make it difficult to provide for the varying and diverse interests of children attending small schools.
3. *Procuring and Retaining High Quality Teaching Personnel.* The shortage of qualified professional people is felt more keenly in small communities than in larger ones. Teaching load, living conditions, and other community factors intensify the problem.
4. *Administrative Relationships.* The relationships between the board of education and the school superintendent and between the school superintendent and building principals present unusual problems in small communities. The face-to-face relationships which characterize most of the activities of small communities can be either an asset or a liability in administration.

Let's take a closer look at each. Keep in mind that these are only the *major* difficulties.

Many Troubles Arise from District Inadequacy

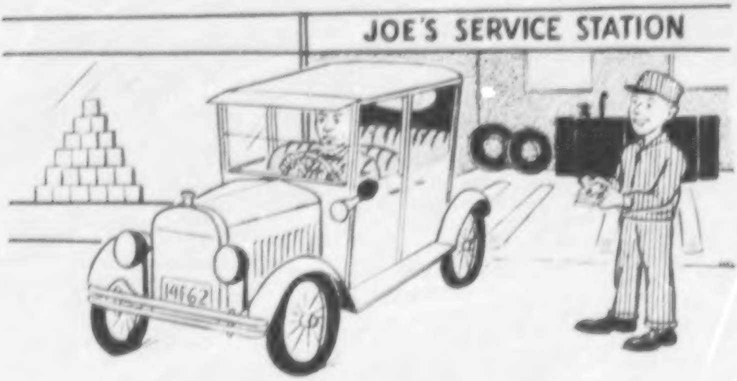
Neutrality is unusual when school district organization is under review. There are the Friends of the Little Red Schoolhouse, the Friends of the Small School, the Friends of the Friends who had a Friend, and the friends of those who advocate larger school districts.

Basically, one of the major needs in educational administration in rural areas is a friend of the children—one who is willing to judge the adequacy or the inadequacy of school district organization on the basis of the quality of educational program provided. It is not a question of bigness versus smallness, but rather how to provide the kind of educational opportunity which will make children and youth more capable of tackling the problems of living in an atomic and technological age. There is nothing innately good about a small school system, nor is there anything innately good about a large size system. Systems in themselves are but means. The important thing is the end result from a particular kind of organizational pattern in education.

There have been significant changes in transportation and communication which have led to changes in social groupings such as the neighborhood and the community. These new and natural developments in community organization have made possible the enlargement of units of school administration in many areas into more efficient units without necessarily divorcing the schools from community life. It is unrealistic to expect school district organization to remain static in the face of dynamic changes in neighborhood and community organizations in rural areas. The excessively high cost per pupil in many small school systems is not only wasteful, but unnecessary. The powerful forces which have resulted in such significant changes in our ways of living have been in operation for well over a century. These forces provide the powerful incentive to school district reorganization. But, at the same time, this doesn't make the task of the small school administrator any easier.

The old Model T performed well in its day. Few today, however, would take pride in it as an efficient or convenient family conveyance. Through advertising, the technical developments and aesthetic appeal of new automobiles have caught our imagination—and sometimes our pocketbooks as well. We are eager to take advantage of the wonderful new developments in automobiles. True, the glittering and convenient gadgets increase the cost, but we feel it's worth it because we're getting so much more. No one would think of paying the same price for a Model T as he would for a 1960 high powered de luxe upholstered, automatic and aesthetically pleasing car.

Getting people to compare what they are buying with what they might buy or might need in educational programs is far more difficult than shopping for a new car. An early 1900 model educational pro-



It often costs more to keep the old model running.

gram on the Model T design costs a great deal today. As a matter of fact, it often costs more than more extensive educational programs in larger school systems.

The nub of the argument can be found in a report of the National Commission on School District Reorganization. "The real starting point in any program of school district reorganization is the decision of the people as to the kind of educational program they need and want. The American people expect a great deal from their schools. They expect them to assist in preserving the integrity of the individual, in nourishing the underlying values of democracy, and in securing and maintaining world peace. The schools should combat cultural conflict, race hatred, ignorance, poverty, and crime. They should aid in increasing the income of individuals and families, in improving methods of production and marketing economic goods, and making wise use of material resources. They have major responsibilities in improving the general health of the people, in decreasing the accident rate, and in raising the standard of living. They are taken to task for the rising of divorce rate, increasing juvenile delinquency, and the misspelled words and faulty punctuation of the secretary in the businessman's office. The American people regard schooling as a remedy for practically all ills and as a means of resolving most of the difficult problems."[1]

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[1] Dawson, Howard A.; Reeves, Floyd W.; and others. *Your School District.* Report of the National Commission on School District Reorganization. Washington, D. C.: Department of Rural Education, National Education Association, 1948. p. 21.

This is a large expectation which can be facilitated best through efficient district organization. The adaptation and reorganization of local school district structure are never completely and permanently settled. As the boundaries of the neighborhood and the community change, so too must the boundaries of the attendance area change. An educational program geared to a pioneer community is unsatisfactory at the present time.

Some say that every community has the kind of educational system it wants. Certainly if the school is one of the best, it is so because the community wanted it that way and is willing to pay the price. But the converse may not always be true. Not only is it necessary to help people in rural areas see the need for a better kind of educational program but also to see the relationship between improved educational programs and school district organization. The original pattern of school districts was not designed to provide for the broad and differentiated needs of all children. Many a child back in the "good old days" left school because he lacked the interest or the inclination to study what the school required. The innate ability to succeed in school was often present, but he faltered because of some deficiency in reading or writing which could have been remedied in more extensive school programs. Much went unrecognized in the "good old days" and often promising pupils were lost as drop-outs as a result. It is unrealistic for administrators to hopefully wait for those students who have a limited interest in a limited educational program to drop out. Drop-outs are not educated students. Furthermore, our compulsory education laws demand that school children continue in school whether they desire to drop out or not. Compulsory education laws have added their bit to promote the need for a broader and more differentiated school curriculum. Where antiquated local district organization exists, it must be changed in keeping with the concept of an adequate and appropriate education for all American children and youth. This is more than an ideal. It is a necessity.

The Characteristics of Districts

The characteristics of satisfactorily organized local school districts should be common knowledge to all small school administrators. Admittedly, standards must be adapted to account for topography, climatic conditions, roads and transportation facilities, and population distribution in local areas. The evidence available to the National Commission on School District Reorganization led to the conclusion that the educational interests of the children would be best served if:

1. The enrollment in kindergarten and grades one through six is not fewer than 175 pupils with at least seven full-time teachers employed. A more desirable minimum would be 300 or more pupils with twelve or more teachers.
2. The enrollment in junior and senior high school grades is not fewer than 300 pupils or 75 pupils in each grade group with a minimum of twelve full-time teachers.
3. The enrollment in schools which have to be organized to provide educational opportunities for persons who have completed grade twelve is not fewer than 200 pupils with ten full-time teachers.[2]

It's one thing to recognize the need for the reorganization of school districts into effective local units but still another to know what to do about it. Factors which could stimulate the improvement of district structure are beyond the control of the single individual. Among the factors which have a positive influence on school district reorganization but which require state-wide action are: the distribution of state funds for schools on an equalization basis; special grants or other financial incentives from the state to school districts that reorganize; state support of pupil transportation; state aid for building programs in newly reorganized school districts; a procedure which provides for the counting of votes for the approval or rejection of proposals for reorganization for the whole area rather than on the basis of individual districts involved; designation by the state government of special committees to study school organization in the counties (or more desirably in a combination of counties) and submit plans for reorganization within a specified time limit; and state departments of education furnishing professional and technical assistance to local boards of education and communities engaged in planning reorganization.[3] Individuals can help to promote the above mentioned but the state legislature and state education departments must assume a major responsibility for causing these factors to be put into motion.

Local school administrators can provide the leadership necessary to promote school district reorganization at the "grass roots" level. Helping people realize the need for better educational programs than are presently available has already been mentioned. In addition, it is necessary for someone to motivate and organize the study of the educational needs and resources available as well as the underlying patterns of social and economic life within the communities. Lay committees can help promote a better understanding of the results of studies which are usually done by trained professional educators. This approach has been used with success in most states where considerable progress has been made in the reorganization of school districts, but *local administrative leadership must be present for most efficient utilization of this process.*

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[2] *Ibid.*, p. 81.

[3] *Ibid.*, p. 132-33.

The small school administrator who provides the leadership to promote necessary school district reorganization must be a person of considerable professional stature. Doubtless, in the past, reorganization has been deterred by some small school administrators. Such negative conduct or passive resistance is the height of folly. No one man can prevent school district reorganization; the "best" he can do is fight a delaying action. The handful of small school administrators who have worked actively to prevent necessary district reorganization which has been based on careful study as well as documented by clear-cut evidence is guilty of a breach of professional ethics. To impede reorganization for the sole purpose of perpetuating one's position as chief administrative officer of an unsatisfactorily organized school district is to be guilty of conduct unbecoming a professional person. One is not "loyal" to the local district which employs him if his actions inhibit the development of better educational opportunities for the children of that district.

On the other hand, our nation owes a debt of gratitude to the many small school administrators who have virtually worked themselves out of a given administrative position to promote better education for rural youth and children. There have been many small school administrators faced with promoting a desirable plan to strengthen local district organization in a particular rural area which would mean the elimination of his own administrative post. The dedicated school administrators in small communities have not hesitated to make the personal sacrifice necessary in resolving the dilemma. There is ample evidence to indicate, however, that people of high professional stature who have placed the improvement of education ahead of perpetuation of an unnecessary administrative post have had little difficulty in finding new positions of responsibility.

Quest of the Comprehensive Educational Programs

The survey of 150 school administrators of twelve-grade systems located in small communities brought out that the restricted curriculum in the small schools was a problem of great concern. There is ample research evidence to justify the concern indicated in the survey. Pre-1950 studies of the curriculum in small secondary schools in various states of the nation pointed out that the offerings in most small secondary schools were primarily concerned with satisfying college entrance requirements.[4]

More recent studies of programs in small communities reveal the continuing curricular shortcomings. During the 1953-54 school year in Iowa, for example, a full 100 percent of the 700 schools studied offered courses in the fields of English and social studies. Better than 95 percent of these schools had some courses in commercial education, science, and math. About three-fourths of the schools provided some experiences in home economics, and slightly more than two-thirds included experiences in the manual arts. Only 39 percent had agriculture listed in the year's program of study, and even fewer schools had vocational agriculture. The students in only 46 of the 700 high schools (or 6.6 percent of the total number of schools) were able to study modern foreign languages. Art was almost non-existent, as only three of the 700 schools provided formalized, specifically planned experiences in art.[5] Further limitations were made obvious through examination of the actual course offerings in the various fields of study. While most of the small secondary schools had some mathematics courses, these courses were limited to algebra, plane geometry, and general mathematics. Only a minority of small schools afforded more advanced work in mathematics. The same could be said of the science field. Where most of the small schools offer general science and biology, a minority provided for the study of physics and still fewer for chemistry. Much the same could be said of specific subject offerings in other fields of study.

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[4] Broady, K. O. "Small School Systems." *Encyclopedia of Educational Research.* Revised edition. New York: Macmillan Company, 1950. p. 1055-56.

[5] Senne, Donald C. *High School Programs of Study in Iowa Independent School Districts for 1953 and 1954.* Master's thesis. Iowa City: State University of Iowa, College of Education, 1954. (Typewritten)

Farmer, Charles W., Jr. *High School Programs of Study in the Consolidated Districts of Iowa for 1953 and 1954.* Master's thesis. Iowa City: State University of Iowa, College of Education, 1954. (Typewritten)

If the small secondary school were doing an outstanding job in preparing students for college, there might be some justification for its almost complete emphasis on the traditional subjects of study—the preparation for college. There is evidence to indicate that even in this respect, however, most of their programs fall short of what is desirable. The inability of these smaller schools—largely due to a lack of financial resources, high costs, the small number of pupils enrolled and insufficient available teacher time or competence—to provide advanced mathematics, advanced science, and foreign languages, generally considered essential for college potentials, has already been noted. A recent study of school districts in Michigan showed that in that state only 4.9 percent of all high schools with enrollments under 200 pupils were members of the North Central Association of Colleges and Secondary Schools as compared to 62.6 percent of the high schools enrolling 200 or more pupils.[6] Only a minority of the secondary schools in the small communities of most of our states have desired or have been able to meet the standards of their regional accrediting associations. In Iowa, for example, less than one-fourth of the NCA approved schools had enrollments of fewer than 200 pupils. A study by DeKock of the graduates from small and large high schools in that state who attended the state university showed that small schools contributed proportionately fewer Phi Beta Kappa candidates than would be expected from the numbers who graduated from small schools and later enrolled at the university.[7]

The effect of district reorganization upon changes in the school program was reported in a study completed by the United States Office of Education.[8] Of 525 districts having a secondary program and which had recently been reorganized at the time of the study, 383 or 72.9 percent had added one or more courses: The most common course additions in the recently reorganized districts with total enrollments of less than 300 were in such secondary fields as home economics and industrial arts. Relatively more reorganized districts with school enrollments above 300 added courses or augmented programs in other secondary subject fields such as commercial or business education, physical education, driver education, music, and art. Reorganized districts in the 500 through 899 enrollment range broadened their course offerings in physical education, driver education, music, art, business or commercial education, sciences, agriculture, home economics, and industrial arts. There was likewise evidence of enrichment in the elementary curriculum of school districts that were recently reorganized. This clearly emphasizes that *satisfactory district organization is a most necessary adjunct in the improvement of educational opportunities in small school communities.*

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[6] Thaden, J. F. *Equalizing Educational Opportunity Through Community School Districts.* Special Bulletin 410, January 1957. East Lansing: Michigan State University, Agricultural Experiment Station, 1957. p. 38.

[7] Preliminary report of an unpublished study in progress by H. C. DeKock, State University of Iowa, Iowa City, Iowa, as stated in a letter to the yearbook editor.

[8] Fitzwater, C. O. *Educational Change in Reorganized School Districts.* Office of Education, U. S. Department of Health, Education, and Welfare, Bulletin 1953, No. 4. Washington, D. C.: Superintendent of Documents, Government Printing Office, 1953. p. 34-49.

Difficulties in scheduling, very small classes, and ineffective guidance programs were also listed as instructional problems in small schools. How small should classes get before they are too small? Is it wise to conduct a class in home economics or advanced mathematics with one or two students enrolled? Is it possible to provide the necessary social and psychological situations in a class with only a few students? This is entirely beside the problem of whether it is economically feasible to do so. Diversification of the program is difficult with the small number of students enrolled in the school as a whole and the advanced classes in particular.

Thus far the problems encountered in quest of a comprehensive educational program in small schools have been emphasized. Is it all so hopeless? The difficulties are real but rarely insurmountable. They should represent a challenge rather than a frustration. But miracles shouldn't be hoped for in districts with enrollments so limited that the educational program can be provided only at unreasonable or prohibitive cost. It was previously indicated that newly reorganized districts with total enrollments ranging from 500 to 899 have done much to broaden their educational programs. Certainly this enrollment range would put them in the classification of relatively small rather than relatively large districts. A satisfactory district organization is a step in the right direction in quest of a comprehensive educational program.

It should be recognized at the outset that it is neither possible nor desirable to duplicate in small communities the organization of large city elementary and high schools. Classes will be smaller, school days frequently a little longer, and courses fewer in small systems. But this does not necessarily mean that classes will be *too* small or the days *too* long or the courses *too* few. The teachers will undoubtedly have to teach in more than one subject field and look after more pupil activities. To some, unprepared by virtue of personal attitudes or professional preparation, the versatility required of small school teachers will be much more than they can offer. It is also inevitable that school-community relationships will be more intimate. This is an asset which is frequently unappreciated. Cooperative planning is the key to improved organization of small high schools.[9]

One way to avoid unjustifiably small classes and provide a more extensive program of studies is to offer courses in alternate years or semesters. Nearly all small high schools are doing this. The specific subjects most often alternated are: chemistry, physics, geometry, algebra, English, Latin, biology, Spanish, and shorthand.[10] The pattern seems to be to alternate the more advanced classes which are likely to have the smallest enrollment.

Another approach for overcoming handicaps due to smallness is the combining of pupils of more than one grade or subject in a single class. This requires a versatile teacher. It will be found most often in advanced courses in industrial arts, homemaking, agriculture, and commerical or business education. The three or four pupils in an advanced industrial arts course would not be neglected to any great extent if they were in the shop at the same time as a group of six boys pursuing Industrial Arts 10. The nature of such courses in any school situation generally requires that the teacher give more individual instruction, and each pupil then proceeds with his own project. The amount of necessary group instruction is limited, but can normally be accomplished without seriously interfering with the other grade or class level which may be at work in the same room.

There is ample evidence to show that correspondence courses for secondary school pupils offered by various state universities can likewise be used to enrich the program of small secondary schools. Many of the supervised correspondence study courses are planned to operate on a self-teaching basis. A word of caution must be mentioned in that high school pupils taking such courses *must be given careful local supervision.* The costs of such courses are usually met through the funds of the local district.

Since pupils of grades eleven and twelve are more mature, fewer in number, likely to have better defined aims, and wider and more diversified interests and capacities, supervised correspondence courses are most likely to be successful with these grades than with younger pupils.[11] Careful supervision of all students enrolled in correspondence courses is a must to prevent the high mortality rate before completion of such work. A teacher or the principal must coordinate the supervised correspondence study program. Often this responsibility is given to the principal of the small high school. The selection and purchase of courses, the regular sending in and return of lessons, the giving of tests, the recording of results, and the supplementation of the theory by laboratory experience in the community are responsibilities of the coordinator of the supervised study program. This general supervisor of the program can further help pupils by referring them to teachers with whom they might consult when they feel the need for such consultation. Currently, correspondence courses for high school students in small communities include such subjects as radio, advanced auto mechanics, animal husbandry, advanced chemistry, advanced biology, commercial law, agriculture, third and fourth year foreign languages, anatomy, meteorology, differential calculus, meat cutting, and music. It is often difficult to motivate students to complete correspondence courses, and for that reason the students who enter such courses should be carefully selected.

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[9] Gaumnitz, Walter H., and Devilbiss, Wilbur. *Cooperative Planning, the Key to Improved Organization of Small High Schools.* U. S. Office of Education, Federal Security Agency, Pamphlet No. 102. Washington, D. C.: Superintendent of Documents, Government Printing Office, 1947. 21 p.

[10] *Ibid.*, p. 6.

There is some evidence to indicate that the 45-minute period and the seven-period day is not the best solution to the scheduling problems in small schools. A 55- or 60-minute period and a six-period day is perhaps more defensible from an educational point of view. Fewer study halls are needed and more time for supervised classroom work is made available. Some small schools have indicated enthusiasm for the "floating" or "square" schedule. This is fundamentally a six-period schedule with one period floating each day so that actually only five of the six periods meet during any one day. However, one should not expect miracles from schedules. A schedule is simply a mechanical device which in itself cannot enrich the program. There is no evidence available to indicate the superiority of the "floating" schedule over the six-period schedule. Illustrations of the horizontal and vertical scheduling using the "floating" or "square" schedule are given in Figures I and II.[12]

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[11] *Ibid.*, p. 7.

[12] See Wright, Grace S.; Gaumnitz, Walter H.; and McDonald, Everett A., Jr. *Education Unlimited, A Community High School in Action.* U. S. Office of Education, Federal Security Agency, Bulletin 1951, No. 5. Washington, D. C.: Superintendent of Documents, Government Printing Office, 1951. p. 14-15.

FIGURE I

Horizontal Schedule

Typical Pupil's Weekly Schedule

(Mary Smith, college preparatory sophomore)

Period	Monday	Tuesday	Wednesday	Thursday	Friday
1	Eng. II	Eng. II	Eng. II	Eng. II	X-Pd.[b] Typ'g.
2	Lat. II	Lat. II	Lat. II	X-Pd.[b] Typ'g.	Lat. II
3	Plane Geom.	Plane Geom.	Z-Pd.[a]	Plane Geom.	Plane Geom.
4	Biol.	X-Pd.[b] Typ'g.	Biol.	Biol.	Biol.
5	X-Pd.[b] Typ'g.	World Hist.	World Hist.	World Hist.	World Hist.

[a] Z-period: First and third Wednesdays, Mural Club; second Wednesday, Assembly; and fourth Wednesday, Class Meeting or Guidance.

[b] X-periods could be scheduled for the first or fifth period each day, if desired, to avoid interrupting extended periods.

The fundamental curricular trouble spot of small community schools —or any school—is that of involving pupils in as wide a variety of learning situations as possible. The uniqueness of the small school revolves largely around its limited number of both pupils and teachers. Lower pupil-teacher ratios than can generally be justified, the large number of different preparations each teacher must make, and everywhere a "not enough" are problems not easily resolved. There is some evidence, however, perhaps as yet too meager for adequate appraisal, that these difficulties are not completely insurmountable. Two separate kinds of developments show distinct hope for the future: an increasing amount of creative thinking and experimentation in regard to methods and techniques at the secondary level, and success of the intermediate unit in supplementing local school district efforts in those areas or states where such programs have had sufficient leadership or encouragement.

Innovations are not easily born nor quickly accepted. When sound, they prove themselves and grow—slowly at first. This is probably

FIGURE II

Vertical Schedule[a]

Typical Pupil's Weekly Schedule

(Jane Meredith, commercial senior)

Period	Monday	Tuesday	Wednesday	Thursday	Friday
1	Work Expr.	Work Expr.	Prob. of Democ.	Short-hand	X-Pd.[b] Phys. Ed.
2	Work Expr.	Work Expr.	Prob. of Democ.	X-Pd.[b] Chorus	Eng. IV
3	Work Expr.	Work Expr.	Z-Pd.[c]	Short-hand	Eng. IV
4	Work Expr.	X-Pd.[b] Spanish	Prob. of Democ.	Short-hand	Eng. IV
5	X-Pd.[b] Spanish	Work Expr.	Prob. of Democ.	Short-hand	Eng. IV

[a] The square pattern of the schedule facilitates shift from horizontal position to vertical position. Pupils scheduled for work experience may be scheduled to work all day without interruption in the vertical plan. In such a schedule the X-periods involved are either eliminated or rescheduled.

[b] X-periods: This pupil has chosen Spanish for 2 periods (120 minutes) per week, chorus for 1 period, and physical education for 1 period.

[c] Z-period: First and third Wednesdays, Dancing Club; second Wednesday, Assembly; and fourth Wednesday, Class Meeting.

desirable, since initial resistance to adopt or adapt give opportunities for the refinement of the original ideas or experiments. But despite this inevitable lag, methods and practice do change when the merit of modification has been demonstrated. In a relatively short space of time we have seen a substantial overhauling of our educational programs at the elementary level. There is perhaps still more developmental philosophy at the theory or talking stage than in classroom practice, but even the most unskilled observers can detect substantial differences in almost any elementary school classroom from what they can remember of their own experience. A comparable change at the secondary level has not yet taken place. But there is a greater readiness for it now than has ever before existed. Creative thinkers are at work. New approaches are being conceived and experimental projects are underway.[13] New technological developments are being adapted for school use. Some of these may well have promise for small community school systems. In Oklahoma, for example, a series of TV courses was begun during the 1956-57 school year, designed in part primarily for small schools. Courses in mathematics and science are televised on a regular daily schedule and beamed for reception by schools which do not offer these courses in their regular program. Arrangements are made so that pupils can receive some teacher supervision and regular academic credit for the satisfactory completion of work in this manner.[14] Other experiments with TV instruction are being carried on both for in-school and out-of-school reception.[15] Completely satisfactory answers to all curricular problems may never be found. But the present readiness to experiment and to create is cause for encouragement.

The development of the intermediate unit as an agency through which a wide variety of specialized educational services can be provided for the local districts in its area is a most promising development for small communities in quest of a comprehensive educational program. This cooperative or shared service approach for educational services (except for a few states which have pioneered during the past five to eight years) is also just in its beginning stages. The intermediate unit service idea is not at all new in small communities and rural areas in activities outside the field of education. Pioneer families found that their greatest strength and progress came from giving assistance to each other. More recently smaller farm operators, lacking the time, the skill, or the volume to effectively market, purchase, or process, have discovered that when they team up and cooperate certain advantages accrue to all which probably none could achieve through individual effort alone.

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[13] See National Education Association and American Association of School Administrators, Educational Policies Commission. *Education for All American Youth—A Further Look.* Washington, D. C.: the Commission, 1952. p. 147-53.

See also the following:

Shaw, Archibald B., and Reid, John Lyon. "The Random Falls Idea." *School Executive* 75: 47-86; March 1956.

School Executive. "The Random Falls Idea: An Interim Appraisal." *School Executive* 76: 92-103; February 1957.

School Executive. "Review of 1956: Instruction." *School Executive* 76: 62-63; January 1957.

[14] This program is operated by the Oklahoma City Schools with the cooperative support of the Oklahoma State Department of Education.

[15] See, for example, School Executive. "Closed-circuit Television." *School Executive* 75: 63-73; July 1956.

See also Joint Council on Educational Television. *Four Years of Progress in Educational Television.* Washington, D. C.: the Council, 1956. 144 p. (Mimeo.)

The currently developing concept of the intermediate unit establishes the provision of educational services as one of its major functions. In many respects it is wholly comparable to the farmer cooperative. It is organizational machinery which can make available to small community schools (and larger schools, too) many of the services which they might not otherwise be able to have. Special teachers in music or art at the secondary and/or elementary level can be made available (in some areas actually are available) to work in two or more smaller schools in an area. Specialized guidance assistance, curriculum specialists to work with individual teachers and teacher groups, a central pool of films and other instructional materials, a cost saving plan of cooperative purchasing, and on and on. The possibilities are virtually without limit. The most encouraging aspect of this intermediate concept is that such cooperative enterprise, when the separate local districts in each intermediate area participate in the planning and development of the service program, works to the special advantage of the smaller school systems. Administrators of small community schools should seek out information concerning the potential of the intermediate unit as a service agency to basic school districts and should develop understanding so that their efforts can contribute to the more rapid development of an intermediate structure appropriate for the job to be done.[16]

Curricular activities are the heart of the school. The school program is its curriculum. Limitations and restrictions, both in range and quality of offerings, are indeed realities in small communities. But improvements *are* possible. Creative imagination, a willingness to experiment, an interest in finding out about successful practices elsewhere, and a sufficient courage to modify the *status quo* when innovation or adaptation is indicated are among the necessary tools.

Securing and Retaining Teachers

Is there a teacher shortage? Ask the small school administrator. A teacher in a small school system is expected to be a specialist in a particular subject field and a leader in many school activities. More often than not, teachers are required to teach in subject areas other than those in which they have their major preparation. The teacher is the guiding force of the pep club, advisor to the senior class, advisor to the school newspaper and annual, the study hall proctor, ticket taker at all the interscholastic activities, a scout leader, and, in general, an all-round person in the community. It seems strange that, despite the greater diversity of tasks performed by teachers in small school systems, often less professional preparation is required of them than of their counterparts in large communities. In general, elementary and secondary school teachers teaching in districts which are predominantly rural are less experienced than the average teacher in the United States.[17]

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[16] See National Education Association, Department of Rural Education. *The Community School and the Intermediate Unit.* Yearbook 1954. Washington, D. C.: the Department, 1954. 259 p.

See also National Commission on the Intermediate Administrative Unit. *Effective Intermediate Units—A Guide for Development.* Washington, D. C.: Department of Rural Education, National Education Association, 1955. 16 p.

The versatile teacher who is prepared by disposition as well as professional study to teach several subjects and also render other specialized services is difficult enough to find when the supply of teachers is plentiful. Today, it's more difficult than ever. There was a time when the inexperienced person fresh out of teachers college had to put in a kind of apprenticeship in the small school before landing a position in a big system. But now the small school must compete with its big city cousins to employ the inexperienced. It was reported that the demand for qualified teachers in elementary and secondary schools for the year 1956 was 1,316,100. The total supply was 1,195,400.[18] When a choice is present, few teachers seem willing to accept the challenge and broadening experience of teaching in several subject fields with the necessity for many more preparations each day. The tendency for most is to avoid such situations when possible.

According to the United States Public Health Service, an estimated 4,200,000 children were born in the United States in 1956. This is an increase of almost three percent over the number born in 1955. School enrollments continued to climb in the 1956-57 school year. Enrollments in kindergarten through Grade VIII were up four percent over the previous year while enrollments for Grades IX through XII were up five percent over the previous year. Swelling enrollments mean more teachers will be needed, but of all the 1956 college graduates only one out of four entered teaching in elementary and secondary schools.

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[17] National Education Association, Research Division. "Rural Teachers in 1951-52." *Research Bulletin* 31: 13-16; February 1953.

[18] School Executive. "Review of 1956: Facts in 1956." *School Executive* 76: 58-59; January 1957.

The need was for three times that number.[19] If present pupil-teacher ratios are to be maintained, the schools of the nation will have to enlarge their total teaching staffs more in the next ten years than they did in the previous 35 years. By 1965 there will be a need for one-half million more teachers on the job than there are today. But *the shortage will be felt most keenly by small school administrators* faced with the decision of employing versatile teachers who may not always be convinced of the benefits of teaching in small communities.

These figures portend the great difficulty small school administrators will have in their quest to find qualified teaching personnel. It also implies problems in keeping their experienced teachers as opportunities for them to move will be greater than ever before. Salaries for teachers in small schools must, of necessity, continue to rise in the years ahead. In addition, working conditions for teachers must be improved. From the studies of labor migrations and working conditions it has been discovered that *salary is important* but *not the only factor* determining where a person will work.

The cold fact remains that people prefer to work in areas where they enjoy the conveniences of large shopping centers, places of amusement, parks, playgrounds, etc. A school system located in a community which is isolated by poor transportation facilities and which provides few recreational opportunities, few civic activities, few churches, and meager medical or hospital facilities will experience more difficulties than others in attracting teachers. Such communities will have to overcome their lack of desirable facilities by paying more money, by using all available resources to attract competent teachers, and by putting forth extra effort to insure that teachers will have a pleasant place to live as well as work. Above all, teachers desire to be regarded as human beings and as an integral part of the community in which they reside. Again, it is emphasized that attracting qualified teachers to come to the community is one side of the problem; retaining those already in the system should not be overlooked.

Community Action—A Necessity

The problem of recruiting teachers for small schools is a difficult one and should not be regarded solely as the task of the small school administrator and board of education. The community has a role to play.

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[19] *Ibid.*

Many small communities in various parts of the United States have prepared brochures for the purpose of attracting industry and businesses to their locality. These brochures describe the community in such a manner as to attract business or industry to locate there. The same approach could be used in small communities to recruit and maintain good teaching staffs. This, of course, implies that the community considers good schools as important as attracting desirable business or industries.

The story of Downers Grove, Illinois, (a community in the Chicago suburbs) is a good example of the way a civic organization can be of assistance to schools in times of need. The schools of Downers Grove found themselves late one spring with more vacancies for the ensuing year than candidates for positions. The local Junior Chamber of Commerce came into the picture. The officers and members of the Jaycees worked with school officials to develop a plan to attract more qualified personnel to their school system. It was decided to set aside a day for "open house" for teacher candidates in the spring. The placement offices of various teacher education institutions were contacted and interested candidates were invited to the community-wide "open house" in Downers Grove. To insure a cordial greeting for all, the Jaycees exerted the effort necessary to know when each teacher would arrive. If the candidate came by car, his car was parked at the police station. If he arrived by train, he was met at the railroad station. Upon arrival, each candidate was assigned to a host and hostess, and then taken to a private home for lunch. After lunch, candidates were driven to the school to visit with the superintendent, the professional staff, and the pupils. Special efforts were made to have candidates meet store managers and various businessmen of the community. At the end of the day, a banquet was given for these teacher candidates. The candidates who came from a distance and wished to stay overnight were housed in homes in the community. When they were ready to leave, they were taken to the train or their cars. The result? As you would suspect, Downers Grove had enough teachers to teach in their schools the following year. This approach, or modifications of it, is of particular significance to small communities. This type of activity is usually simpler to organize in small communities than in larger ones. In this particular case, smallness was converted into an asset.[20]

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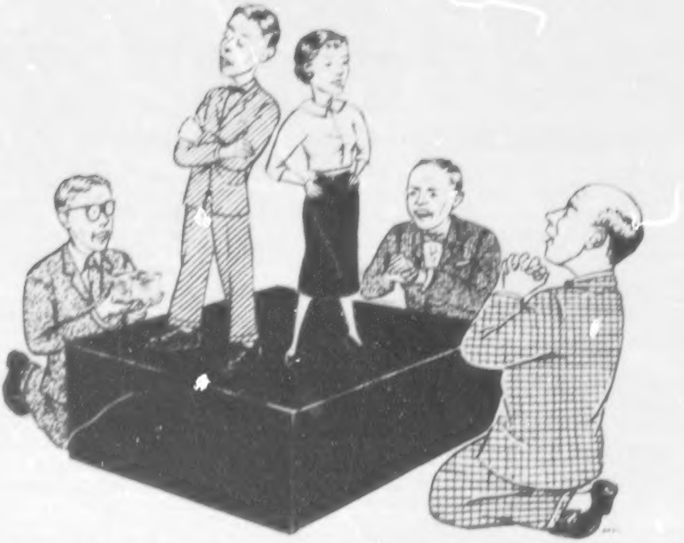
[20] Reiman, Gene. "Invitation from Downers Grove." *Future* 13: 23-27; November 1951.



Attracting competent teachers will become more and more difficult.

Businessmen and people of influence in small communities must realize the importance of good teachers and help such teachers become a part of the community rather than be regarded as outsiders who are gone on weekends and summers. Teachers don't enjoy being considered transients. Communities which take an active interest in the recruitment and retention of teachers provide a ray of hope. Teachers in small communities can be an active part of local clubs and make a real part of the local family. The school administrator can sound out the interests of teachers and pave the way for their membership in local organizations. People will come and people will stay where life is pleasant and one's efforts are appreciated and duly rewarded.

What Do They Want To Know About Us?

Let's face it. Teachers, like everyone else, desire information about the teaching situation before they decide finally upon where they would like to work. The small school administrator must be prepared to relay facts about his school. One study reports that teachers desire the following kinds of information about the school and community before the contract is signed:

1. Personal habits not approved by the community.
2. Specific classes or grades to be taught.
3. Extra curricular assignments.
4. Enrollment of the school.
5. Approximate number of children in class or grades.
6. Cost of living and kinds of living accommodations.
7. Transportation facilities in and out of the community.
8. Salary schedule if one exists.
9. Activities and civic interests in the community.
10. Churches in the community.
11. Dominant vocational groups in the community.
12. Dominant racial and nationality groups in the community.
13. Recreational opportunities in the community.
14. Number of teachers in the school.
15. The school building facilities, and any unique advantages of the present building.
16. Expectation regarding teachers' time on weekends.
17. Activities in which the community expects the teacher to participate.
18. The number of new teachers who may be in the school.
19. The community's interest in the school.
20. The general characteristics of the students.
21. The name and position of the immediate superior in the school building.[21]

It would be well if each small community could make a self-analysis to see how attractively it could answer the questions posed above. This is one of the early steps in attracting personnel to small communities.

The Staff Can Help

The more experienced teachers in the small school system can play an important role in encouraging new teachers to be a part of the community. The "buddy" system works. A teacher with experience in the system is appointed as a buddy to each new teacher. These "older" teachers help the new teacher get started and provide him with information about the school and the community, help him get acquainted, and assist with whatever will be needed to make a satisfactory adjustment. Teachers feel freer to talk with other teachers. The buddy system is an invaluable device in the orientation of teachers new to the school system.

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[21] Eye, Glenn G., and Lane, Willard R. *The New Teacher Comes to School.* New York: Harper and Brothers, 1956. p. 121.

The school staff can do other things. They can collect information on available housing for teachers in the community. Such information can be passed on to newcomers to the school system who are looking for a desirable place to live. More experienced staff members can organize courtesy committees to write letters of congratulation and welcome after each candidate has been appointed. They can offer to meet new staff members upon arrival in the community or conduct them on a tour of the school, the community area, and to other points of interest. These committees can plan and conduct social hours designed to assist new staff members in becoming acquainted with each other and with other staff members. Very often the local teachers association is active in such affairs. Older staff members can likewise take the initiative to help the new staff members meet parents and children at PTA meetings or other school and community events.

The teacher shortage which faces the small school administrator can be met by forceful action. It has been pointed out that the entire resources of the community need to be marshalled to meet the situation. The local financial resources and whatever state support is forthcoming must insure a professional salary for teachers. There is no valid reason for teachers in small communities with equal experience and professional preparation to receive lower salaries than those in larger communities. *Good teachers are as necessary in small communities as in large communities.* Small school administrators must be ready with an induction program to help new teachers adjust to the community. Full utilization of community resources is necessary.

The relationship and responsibility of the superintendent and school board in employing school personnel are explored in the next portion of this chapter. Certain unique problems in small communities are presented. It may be sufficient at this point merely to recognize that much of what is done to enlist others' assistance in the job of helping new teachers adjust to the community and the school system depends upon their initiative and encouragement.

What Shall We Do?

"Who's in charge around here?" It's an appropriate question to ask administrators and boards of education of small school systems. One of the most unique aspects of administration in small schools is the relationship that exists between the board of education and its chief executive officer—the superintendent of schools. In a small community highly formal relationships appear unnecessary. Board members and the superintendent greet each other on the first name or nickname basis. Communication is rather easy; if an emergency arises calling for an immediate decision, it just takes a minute to pick up the phone and call the businessman downtown or to drive out in the country to see the farmer. And yet the fact remains that the small school superintendent often finds it necessary to consult with the board before making any decision.

Farmers and small businessmen are frequently not as concerned with basic policy formation as they are with the more immediate or more pressing problems. They often seem to run their businesses and farms "by ear." When they serve as school board members, they have a tendency to carry over the same approach. Consequently, there may be a reluctance on the part of some boards to put into writing a basic statement of policies concerning the school system. This tendency has caused many small school administrators some very severe problems. Basically, a school administrator executes policies which have been developed by the board and by the community. If he does not know what these policies are, what is left to execute—except perhaps the administrator? Without guidelines the superintendent isn't sure which course to steer. He is driven to the safe practice of doing nothing until the board can be called. This is hardly the role to be played by a professional. What's more, it's an inefficient way to operate. What assurance is there that a hurried decision today is consistent with what was done yesterday?

It is not at all uncommon to find boards of education in small communities usurping the executive function of their superintendent of schools. Ofttimes this is done without intent. But the fact remains that no one took the time to think through what is needed to efficiently operate a school system. *If a board of education is to perform the function of a legislative body and a body of review, it must have a set of basic policies.* With written policy there is a check point at hand. This can prevent misunderstanding and mistrust between the board and the superintendent. The area of personnel employment can be used as a specific illustration. Many boards still enjoy the authority and prestige that goes with employing teachers—even without prior recommendation of the superintendent. Such practice, though it exists in many small districts, is generally regarded as most undesirable. The administrator is responsible for the activities of the school personnel but, when not given opportunity to recommend, has little voice in their selection. Most undesirable practices can be changed best through the patient education of board members.

Best To Go On Record

Many times school boards in small communities hesitate to adopt a set of policies because of the fear of becoming inflexible. This feeling stems from an inaccurate concept of the nature of policies. It is the professional responsibility of the superintendent to aid his board in the development of an understanding of the formulation and operation of policies. Many state school board associations have been carrying on intensive inservice education programs for boards of education on policy development. Boards of education in small school systems should be urged to join their state school boards association.

A policy is a broad general aim, purpose, or objective which the board intends to follow. The procedures established should be based on policy. A good policy is broad enough to encompass all the issues out of which it arises. The statement of policy is usually a clear-cut, unequivocal, broad statement which can be used as a criterion in selecting possible alternative actions. If properly developed, a set of policies can be made flexible and need not be restrictive. Policies can and should be reviewed and modified as conditions change. The function of a policy is to insure consistency rather than unnecessarily restrict the board. Most authorities recommend that policies be stated in broad terms rather than elaborately detailed language.

The purpose of the policy is to outline the general plan by which the board of education discharges its responsibilities. This plan should clearly define the major functions of school administration in terms of the characteristics and needs of the particular school system.

The Oklahoma Cooperative Project in Educational Administration in conjunction with the Oklahoma State School Boards Association developed a check list of areas which might be included in a written set of policies. This is given below:

Check list of Areas
Which Might Be Included in a Set of Written Policies

PREAMBLE

- A. Statement of the purposes of public schools of the district
- B. Statement of the aims and objectives of schools
- C. Statement of the obligation of the board of education for the attainment of these goals

I. BOARD OF EDUCATION
  A. Legal status of the board of education
  B. Functions of the board of education
    1. Providing an educational program
    2. Providing for executive organization
    3. Appraising the operation of the school system and the educational plan
  C. Organization of the board of education
    1. Legal sessions of the board
    2. Election of officers
    3. Frequency of regular and special meetings
    4. Method of conducting business
    5. Rules of order to be used
    6. Method of amending policies
  D. Channels of communication to and from the board of education
  E. Ethical conduct of the board of education and members of the board

II. SUPERINTENDENT OF SCHOOLS
  A. Selection and retention
    1. Criteria for selection
    2. Method of selection and appointment
    3. Term of office
    4. Salary and travel allowance
    5. Leave benefits
    6. Professional and public service beyond the local system
    7. Resignation
    8. Retirement
  B. Duties of the superintendent
    1. Relationship between board and the superintendent
    2. Duties and responsibilities delegated to the superintendent by the board
    3. Responsibility of superintendent as the educational leader in the community
  C. Instructional program and other school services
    1. Scope and content of curriculum
    2. Determining teaching methods and materials used and content of courses offered
    3. Provision for curriculum revision
    4. Pupil-teacher ratio
    5. Length of school term
    6. Evaluation of the instructional program
    7. Other school services

III. OPERATIONAL FINANCE
  A. Annual budget
    1. Purpose of budget
    2. Preparation of budget

3. Presentation and approval of budget
4. Administration of budget
5. Appraisal of budget

B. Recording and auditing school accounts
1. Purpose and type of accounting and auditing
2. Funds to be audited
3. Financial statements and reports

C. Salaries of school employees
1. Professional salaries
2. Nonprofessional salaries
3. Wages and contracts

D. School supply management
1. Standards of specifications for supplies
2. Selection of supplies
3. Purchasing and receiving of supplies
4. Storage, distribution, and use of supplies
5. Insurance
6. Supplies accounting

E. Management of school property
1. Planning, acquiring, and maintaining the physical plant and equipment (Including transportation and other service equipment)
2. Utilization of physical plant and equipment
3. Valuation of school property
4. Insurance of school property (Including transportation and other special service equipment)
5. Property accounting
6. Use of general fund
7. Special levies and sinking fund
8. Borrowing and interest
9. Receipt and use of gifts

IV. PERSONNEL

A. Professional staff
1. Employment practices of the board of education
2. Relationship of board to staff
3. Qualifications of staff
4. Selection and rentention of the staff
5. Assignment and responsibility of staff
6. Leave benefits for staff
7. Substitutes
8. Ethical standards
9. Inservice training
10. Resignation and dismissal of staff
11. Retirement

B. Nonprofessional staff
1. Employment practices of the board
2. Relationship of board to staff

    3. Qualifications of staff members
    4. Selection and retention of staff
    5. Assignment and responsibility of staff
    6. Leave benefits for staff
    7. Substitutes
    8. Ethical standards
    9. Inservice training of staff
    10. Resignation and dismissal of staff
    11. Retirement of staff

V. PUPIL PERSONNEL
  A. Child accounting activities
    1. Basic purposes and plans of child accounting
    2. School census
  B. Administrative problems of pupil
    1. Providing for all pupils
    2. Adjustment services
  C. Organization for pupil personnel
    1. Provisions for special service staff
    2. Responsibility of other staff members

VI. PUBLIC RELATIONS
  A. Role to be played by personnel
    1. Board of education
    2. Professional personnel
    3. Nonprofessional staff[22]

If boards of education developed policies in the areas similar to those suggested above, time and effort would be conserved in the administration of the small school system. Conflicts arising out of functions to be performed by school superintendents and school boards could be minimized. The school administrator should take the initiative in urging boards of education to go on record as to what the board believes about the school. The relationship between the board and the superintendent of schools should be clearly stated. Many of the problems which occur during the school year can be anticipated during the time that the board is considering specific policies which might be adopted.

One of the common policy areas regards authority to purchase materials for the school. The school budget is a statement of fiscal policy for the year. Without a budget there may be some justification for board approval prior to purchase of any item. If there exits a carefully prepared budget which has been formally adopted by the board, there is little need for checking with the board for the purchase of items approved in the budget and for which funds have been allocated.

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[22] Oklahoma Cooperative Program in Educational Administration. *Written Policies, Rules, and Regulations for Boards of Education.* Stillwater: Office of Consultant Services, Oklahoma A. & M. College, 1955. 33 p.

Another policy of a board might read, "All business concerning the schools will be conducted only at board meeting and no individual board member shall make any commitment on behalf of the board to any member of the community, concerning school matters outside of a board meeting." If such a policy were in effect, it would be possible for a board member to urge any district resident to appear at the board meeting to register his suggestion or complaint. It takes the individual board member "off the hot seat." Such policies make it easier for boards to deal with the variety of public pressures which are almost always present.

The many social gatherings and frequent chance meetings where individual board members are in contact with each other in small communities make it tempting to complete vital decisions outside of regular board meetings. Such informal and accidental sessions do not have legal status. More often than not the superintendent is not present at the chance gatherings of board members and could easily be surprised to learn that school business has been transacted without his knowledge. Such activity on the part of the boards in small communities presents many embarassing moments in school administration and hinders the establishment of the kind of rapport between boards and superintendents that is so essential.

Some states still require boards of education to visit the schools at least once a year to investigate methods of teaching and render supervision. This is no longer the job of the board of education. It is the function of the school administrator. One of the main tasks of the board of education is to employ a competent school executive. The board joins with him in developing policies based on community needs and interests. By studying and evaluating the reports of the superintendent on the implementation of the policies, the board gains insight into the progress of the school.

Smallness can be an asset in improving superintendent-school board relations. The many opportunities to meet in social groups make it easier for each to know the other better. But written policies are as necessary in a small school as in a larger one. They can minimize misunderstanding in school affairs.

Relations Between the Superintendent and Principal

There is a tendency in some small school systems to establish the position of principal in addition to superintendent. Problems of relationships and functions immediately arise. It is not hard to get small school administrators to talk about the difficulties in getting boards of education to delegate to the superintendent authority commensurate with responsibility. By their own actions, however, some small school superintendents violate the same principles for which they criticize boards of education. Often the position of principal in the small school system is ill-defined. The principal may lack the authority and prestige necessary to be recognized as an effective administrator. His status is more like that of an office clerk or disciplinarian. He is principal in name only when the superintendent performs the functions which should be performed by the principal. The superintendent of a small school can inhibit the professional growth and development of the building principal by interfering with fundamental principal-teacher relations.

If the school enrollment is too small to justify a second administrative position, there should be none rather than one that exists in name only. In some states the general practice is to place all administrative responsibility in a single position. In such instances, there is no such position as building principal. This single person holds the responsibilities of the superintendent for the entire district and the responsibilities of the principal of the building. It is felt that the size of system justifies the unified position.

The duties of all administrative officers in the school system should be clearly defined. This should be done in terms of board policies so that everyone in the school system clearly understands who is responsible for what. If there is need for a building principal in addition to the superintendent, then delegation of authority from the superintendent is a must. Delegation of responsibility without commensurate authority is, of course, meaningless.

There Are Other Problems

Other trouble spots could be mentioned. The adequate provision of library and instructional materials, school lunch programs, and many others are definite realities. Recent yearbooks of the Department of Rural Education attacked the problems in such areas as pupil transportation, teaching in the small community, and supervision in rural areas. The many and diverse activities in a small school system are bound to create trouble spots.

The attitude assumed by the administrator is most important. He can't afford to be licked by problems before he starts looking for solutions. His job is one of continuously dealing with problems, all of which are important, but not equally so. The intelligent administrator attacks those of major concern. He is able to exercise the patience and vision necessary in their solution. He keeps sight of goals and refuses to be sidetracked by those which are small and insignificant.

In Retrospect:

...... The major trouble spots in small school administration are concerned with inadequate district organization, providing a comprehensive program of education, procuring and retaining high quality teaching personnel, and administrative relationships.

...... The characteristics of satisfactorily organized local school districts should be common knowledge to all small school administrators.

...... Small school administrators who provide leadership to promote improved school district organization are recognized as men of considerable professional stature. Those who impede reorganization to perpetuate unnecessary administrative posts are guilty of conduct unbecoming a professional person.

...... Satisfactory district organization is a most necessary adjunct of the improvement of educational opportunities in small schools.

...... There is evidence to show that reorganized districts tend to enrich elementary and secondary education programs.

...... The development of methods and techniques which adapt themselves to small groups and the full development of the potential services of the intermediate unit can help insure a comprehensive educational program in small schools.

...... The teacher in a small school system must be versatile.

...... Figures on 1956 births and enrollments foretell great difficulty for small school administrators in their quest for competent teaching personnel.

...... The entire resources of the community must be marshalled to meet the challenge of the teacher shortage in small communities.

...... The relationships between the various members of the administrative team should be spelled out in written policy statements. This can help to minimize misunderstandings of who does what in the operation of the school.

...... The attitude of the administrator is most important in attacking the problems confronting small schools.

CHAPTER 6

Where Can I Go for Help?

ANDY FLOYD was the new superintendent of the Wells Community School District. He had been on the job for one week. Moving his family to Wells from the Middlewest was now behind him. Already the second week of August and he needed to give all his attention to getting ready for the opening of the new school year. After the board meeting last night he began to wonder whether leaving the superintendency and state he knew so well was wise after all.

The problems that lay before him in this new position were formidable indeed. Of the total faculty of ten teachers, two vacancies existed and little effort had been made to fill them. The school building had not been given the kind of summer renovation to which he had been accustomed. Desks in the classroom looked as they did when school was let out last spring. To complicate the difficulty, the board made it plain that nothing was budgeted for improving the appearance of the building. Ordering textbooks, school supplies, and a host of other details were neglected during the few months when the district was without a superintendent.

A car pulled to a stop in front of his home. The driver, a middle aged man, waved a hand and smiled broadly as he stepped from the car.

"I am just on my way back to Rand. How are things coming along?" inquired the county superintendent.

"I hardly know what to say or where to start, Dr. Brown. I can't help but feel frustrated. I still need two teachers and frankly don't know where to start looking. How can we attract teachers? There is no housing out here. Teachers must live in Rand and drive the 15

Leo B. Hart, District Superintendent of Schools, Pondham Union Elementary School, Pond, California, prepared the original draft of Chapter 6.

miles each day. Teachers are scarce, and those available prefer the city and larger schools."

"We'll help you find teachers. The placement secretary on the county staff is always happy to help in such cases. Come in tomorrow and meet my staff. It will give you an idea of the various kinds of services we are able to provide for the local school districts in the county."

Is Seeking Aid a Sign of Weakness?

A framework for providing an answer to this question can be found in the well chosen words which open the Foreword of a previous yearbook of the Department of Rural Education:

"Wherever rural people have been confronted with tasks which could not be accomplished by individuals acting independently, they have devised ways of uniting their efforts. The spirit of sharing and neighborliness contributed to the establishment of our early schools. More recently it has helped to being about improved educational opportunities for rural communities through the reorganization of school districts."[1]

A farmer with a big crop to harvest has a job too big for one man. It has long been traditional for rural neighbors to help each other. There is no thought of weakness, for the very magnitude of the task dictates the need for aid.

Small school administrators need not be reminded of the complexity of modern education. If the point of reference is the child and his educational program, there can be no question of the advisability of seeking aid, wherever available, to enrich educational experiences. The individual personality of the administrator can complicate the situation. The more insecure his personality, the more likely he is to balk at inviting outside help to tackle the persistent instructional or strictly administrative problems. There often is a show of being rugged individualists to hide insecurity. There seems to be an underlying fear that consultants may pounce on blind spots and exploit them to the detriment of the administrator. Reputable consultants seek to make positive contributions and don't relish negative attacks on individuals.

To seek aid in developing improved educational programs is a sign of confidence in one's abilities as well as an indication of an awareness to the realization of the purposes of education in small schools. Knowing where to go for what is the first step. In your own back yard may be "acres of diamonds." Organizing local resources into administrative councils, teacher advisory councils, or lay advisory committees frequently permits free flow of worthwhile ideas from such groups. A local PTA can be a most valuable asset to the administrator.

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[1] Dawson, Howard A. "Foreword." *The Community School and the Intermediate Unit.* Yearbook 1954. Department of Rural Education, Washington, D. C.: the Department, National Education Association, 1954. p. 3.

Outside of every school district is a veritable storehouse of help. Some agencies are geared specifically to aid small school districts that are not educationally self-sufficient. This is becoming increasingly true of the intermediate unit of administration which is developing more and more as a service unit for local districts. The modern state department of education is expanding its personnel to help local districts improve educational programs. Colleges and universities have a long tradition of providing consultant services to local districts. State and national professional organizations have more specialized services available to professional personnel of school districts.

The job of administration in the small community school has all of the aspects and all the characteristics of administration in larger school systems. Within the school system the administrator can easily become frustrated by the absence of assistance, the seeming lack of resources, the scarcity of tools to work with, and even the feeling that there is no one who really understands his job or his problems with whom he can talk. When any administrator finds himself "hemmed in" in this fashion, even perhaps in small degree, one of his first concerns should be that of taking soundings as to where certain kinds of help are available to him—often only for the asking. The purpose of this chapter is to briefly discuss a few of the sources of help which are available for nearly every administrator.

A Visit to the County Office

Let's pick up the story of Andy Floyd. As the new superintendent at Wells, he had discovered that he had what he considered real problems. And he was now in a state strange to him. He had to make new contacts and discover all over again how a school superintendent in this state gets things accomplished. The county superintendent had not seemed the least bit disturbed when he was told about the teacher vacancies. He merely had invited him up to the county office with an offer to help. He was pleasant enough, not the least bit officious, and certainly there was no harm in exploring this possibility.

So the next morning found Andy at the county court house. He was greeted cordially by a receptionist who directed him to the superintendent's office. Superintendent Brown rose to welcome him.

"How're you, Mr. Floyd? Good to see you once again. Let's go out and meet the staff. It's never too soon to get to know your way around here."

They entered a glassed-in cubicle in the outer office.

"This is Mr. Johns, the head of our business office," said County Superintendent Brown. "Anything new in your department today, R. J.? Anything exciting?"

The young man smiled. "Just a routine day, Boss. We're busy right now getting the teachers' registers, cafeteria books, transportation books, report cards, district warrants, transfer of attendance sheets, contract forms and the like out to the districts. The girls are posting the last of the July warrants and mailing them to the districts today. The Board from West End is coming in sometime today. They want us to help them prepare a request for a change of boundaries."

"Change of boundaries? What are they after, a part of Bell District's oil?"

"Yes sir. That's exactly what they want. They have six hundred youngsters out there and a very low assessed valuation. Bell District has nearly a million dollars per child in assessed valuation. That doesn't seem right to West End, and I must say they do seem to have a good case."

"I wish it were that simple. We can help them plan their request and conduct the election. The rest is up to the voters. Guess it will take a little salesmanship to put it over. Any time you ask one district to give you some of their wealth, you are bound to be in for an argument. How about that Whitefield Union, R. J.? Have you been out to see the boards of the three districts yet?"

"Yes sir, I have, and we have had some interesting community meetings in each of these little districts. The opposition has pretty well died down. Some of the folks think that the old school is good enough. They know it's small, and they know it's hard to get good teachers and harder yet to get enough money to run a good school. There's a lot of sentiment involved and reason isn't always effective."

"But you think they are ready for the election?"

"Yes, they are ready. You see, they have come to an agreement as to the location of the new school, the size, the transportation involved, and the method of selecting representation on the new consolidated board. The advantages to the children seem to far outweigh the arguments against it. It has a very good chance of passing."

Mr. Floyd listened intently as these two men continued discussing problems that he felt might someday be his own concern.

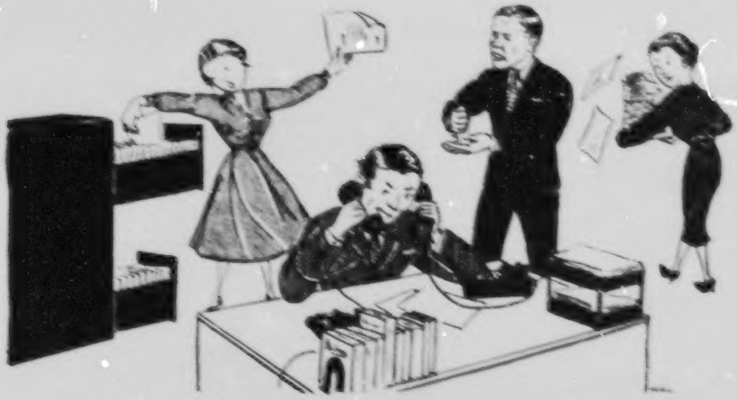
"I hope it does pass because the new school would offer so much more. No sense to organizing larger units just for the sake of size. If the new school won't give a better and richer educational program than the children had in the small school, then I'd say stay with the small local school."

"Well, Boss, that's about the way the folks out there feel, too. If the election carries, the folks will see to it that the new board will provide the services they want."

"That's fine, R. J. Will you have time to help Mr. Floyd with his problem after while? He is going to need some aid from the County Service Fund to help out over there in his district. He has a definite and immediate emergency, I'd say."

Certainly, I think we could arrange a time, perhaps early next week, when I could visit Wells District to go over some of the specific needs.

The county superintendent took Mr. Floyd through the business office, where girls were busy at bookkeeping machines, adding machines, comptometers, typewriters, mimeographs, and duplicators.



Things were happening in this school office.

"This looks like big business," Mr. Floyd commented, as his eyes took in the activities about him.

"Yes sir, this is big business. You know we process the warrants for more than thirty-one districts. We keep books on all expenditures and receipts for each district and our administrative consultants are available to help them make their annual budget. They go out to the schools, attend the board meetings and advise them on problems concerned with finance, buildings programs, supply lists, transportation, boundary changes, consolidations, insurance, school board policy and almost anything you can think of along the lines of administration. We have had the best kind of cooperation from our administrators and our boards. The county-wide dinner meetings help put across the program. We have members from every board at these meetings and discuss such topics as salary schedules, tax rates, curriculum offerings, buildings, transportation, personnel. Aside from that, the fellowship is worth the effort."

"While you're here, would you sign these, please?" A young lady was addressing Superintendent Brown.

"Just a few requisitions for text books that came in from two of the districts today. You'll want to get acquainted with our cooperative purchasing program. This is strictly a voluntary set-up, just as most of our services are; but for some things that need to be purchased every district in the county is involved. We merely act as the purchasing agent. For text books, library books, school furniture, paper products of all kinds, and just about anything else you can imagine, we pool our orders and buy in one big lot. Some of the things we are able to buy by the car-load. You'd be surprised how much money the districts can save through quantity purchasing. It gives them a chance to put a little more into teacher salaries and inservice programs. We have some very interesting figures on what we were able to save on the twelve school buses we bought last spring. I think some of the district boards appreciate this service more than any other thing we do.

"But let's go in here and meet the rest of the gang," and the superintendent led him down a narrow hall connecting the two clusters of offices.

"Wait! What's this?" Mr. Floyd's exclamation came as he saw a young lady in a small alcove at a machine that from all appearances was new to him.

"Oh, that's part of our testing department. Miss Gray, this is Mr. Floyd, new superintendent of Wells District." The two acknowledged the introduction. "Tell him about your testing program, Miss Gray."

"It's nice of you to visit us, Mr. Floyd. Dr. Poor is in charge of our testing and guidance department. We furnish standardized tests to all of our schools. When asked, we help plan the school's testing program. Dr. Poor goes to the schools on call and gives individual tests to special cases. He and Dr. Moore work together in the field of counselling. Dr. Moore has organized the field clinic for the study of maladjusted children in both the elementary and the high schools. He utilizes the services of the doctors, nurses, parents, school personnel, probation officers, attendance supervisors and anyone he finds that has a contribution to make in these case studies.

"My job is to operate this machine which tallies the score, indicates the achievement ratings—the I. Q., E. Q., grade placement, etc. This service saves teachers a lot of time which they used to spend scoring tests and computing placements. It's much faster than hand scoring. The test provides guidance, placement, and other data for principals and teachers. In most of the smaller schools like Wells, our consultants go directly to the schools and help the teachers interpret and plan how best to utilize test results."

"That should be quite a help in planning our work out at Wells. We'll certainly take advantage of your services, Miss Gray. Maybe I can meet Dr. Poor before I leave."

Superintendent Brown was moving on now, stopping to talk with an athletic looking young man who had just emerged from his office.

"You're wanted on the phone, Dr. Brown."

"Thanks, Jim, I'll take it here. I want you to meet Mr. Floyd, the new superintendent at Wells. You two talk while I take this call."

The two had exchanged greetings and were well into the topic of audio-visual aids when Mr. Brown returned.

"That was Lake calling in for some sight-saving material. They are a small rural district out in the Northwest part of the county. Have a few migrant families coming in there now. One family has a daughter who is almost blind. We have some sight-saving materials for loan to small schools for just such cases. Mrs. Nichols, our special education consultant, helps in any way she can. It's a shame we can't do more. Through our county-wide sight and hearing check-up we find many cases that need immediate attention. Our PTA groups buy dozens of pairs of glasses every year. Most parents appreciate this service and take their children to family doctors and specialists as soon as they are advised of their difficulties. It's surprising how many children's handicaps escape the attention of parents until discovered in the schools."

"Jim, will you show Mr. Floyd through the audio-visual department and tell him a little about your program?"

They entered a bungalow that had been converted into an audio-visual center. The sign over the entrance read: "Instructional Materials Library." Inside, they wound their way through room after room, acknowledging friendly greetings and glances.

"This place is a little cluttered right now," Jim apologized. "We have new materials coming in and orders are being filled for the first week of school. There are hundreds of films, film strips, slides and flats, but we need a lot more. We have film and slide projectors, and we also have portable generators for the mountain schools which do not have electricity. Each teacher is provided with a catalogue of all materials. This catalogue is kept up to date by loose leaf supplemental lists provided each semester. Distribution and supervision in this field are our two big problems now, but we will whip them in time.

"Free repair service of audio-visual equipment is available to all districts. Projectors, phonographs, microphones, caliphones, and loud speaker systems are all repaired merely for the cost of new parts. This service, we feel, is essential to the full and satisfactory use of the materials we circulate. Each district pays for this service on a graduated scale according to the size of the school.

"Mrs. Enn and her helpers over there," he pointed to an attractive gray-haired lady and three young people, "check and repair all films as they come back from the schools and package and ship orders as they come to us. It's a busy department and one that is growing rapidly. The county superintendent's office pays the rent on the building, buys all office and transportation equipment and pays all salaries of the employees of the department. The contributions from the districts pay for all equipment and materials. By sharing the costs this way the districts are getting pretty good service at a minimum cost."

Jim looked at his watch, "I think," he said, "we'd better get back to the office or the boss will think we have forgotten him."

Dr. Brown was on the phone as they entered the office. He looked up, smiled, and motioned them to chairs. He finished his call and joined them.

"Well, he let you off easy, Mr. Floyd. Jim is no easy man to get away from when he gets started on that pet project of his."

"He certainly has something to be proud of, I'd say. I have never seen a visual-aids program like the one you have here."

"Well, we all take some pride in what we have been able to accomplish in the few years since we started this program."

"Now, I would like to have you meet some of our supervisory staff."

They entered one of the offices. Fred Zane, a short, square-shouldered man rose to greet them. Dr. Brown greeted him and introduced the two men.

"How about a brief run-down on your set-up, Fred?"

"I've been hearing about you, Mr. Floyd. The boss has brought us word of your problems and has told us of the fine work you did back in the Middlewest. We are sure glad to welcome you to the county, and you can be sure we'll work with you in any way we can.

"Now, if you will just have a chair, I'll brief you on the consultant services. As you may have noticed, there are several on our staff. We have general consultants who each serve a specific group of schools. There will be one assigned to your area. She will visit your school on schedule, once every two weeks. She'll plan her visits with you and will work under your direction in your school. She can assist individual teachers, meet faculty groups, and arrange for any of the special consultants to come to your school. If you find that you or your teachers would like to organize a workshop or series of workshops, she will help you plan them and set them up if you like. If you want a psychologist, attendance coordinator, special services coordinator, health and physical education coordinator, a consultant in art, music, science, mathematics, reading, kindergarten, agriculture or any of the other specialists we have on our staff, she will arrange for their services. She will actually be in a position to serve as your direct link with the county office.

"Now, we also have a professional library stocked with fine material for the administrators and teachers. You are free to use it as you wish. We have a placement service, too, that you will find most helpful. If you list your vacancies when they occur, we will inform you of available candidates. Credentials of prospective teachers are on file here for your convenience. Interviews can be arranged here or at your school. We know our schools well and can help a great deal in guiding applicants to communities where we feel certain they will be able to do their best work."

"This has been most interesting, Fred. We'd like to stay and chat longer, but I want Mr. Floyd to meet some of the other folks. We'll see you later.

"Over here are the speech correction people." Dr. Brown was again leading him across the lounge.

"Good morning, Miss Finney!"

"Good morning, Dr. Brown. Won't you have a chair?"

"No thanks, just dropped in to introduce Mr. Floyd here from the Wells School. They have contracted for the speech service out there and thought he'd like to meet whoever has that area."

"Well sir, that's fine. It just so happens that I'll have those schools this year, and I'll be happy to talk with him about the work. You see, there are several of us in this department. We work under contracts with local districts. The county office employs us and the areas served are planned here to minimize the travel time from school to school. We usually spend a half day each week in each of the schools. Some schools hire us for two or three half days a week, depending on the need. At the school we work under the direction of the principal. Dr. Wedville of the State Department of Education is helping plan our program. He also holds classes for teachers from all over the county. You and your teachers will certainly be welcome. The program is now a must in almost every district. Interestingly enough, our small schools were the pioneers in this idea of shared services, and speech correction was one of the first. The need is surprising indeed. I'll be looking forward to working with you."

"We'll be happy to have you with us, Miss Finney, and thanks for taking time to tell me about the work. These shared services are new to me, but the idea sounds fine."

"I think, Mr. Floyd, we'll just say 'hello' to the rest of these people and not stop to chat as you have a lot to do today."

And so they went from office to office, meeting consultants, coordinators, psychologists, special services people, secretaries, bookkeepers, and clerks.

"I think I'd like to visit the library if you don't mind," said Mr. Floyd.

"Sure thing, it's just across the street."

Together they entered the librarian's office. "Miss Wilbur, I'd like you to meet Mr. Floyd, superintendent of the Wells School. Have you a few minutes to talk to him?"

"That I have, sit right down, sir. We wish we could have a visit from every principal in the county."

"If you don't mind, I'll leave you here and hike back to the office. I'm expecting a visit from Dr. Bowser of the Public Health Department. We have to iron out problems related to giving inoculations in the schools. The weekly visit of the Public Health Nurses to our small schools is a fine service. They help us give treatment to crippled children and help in placing handicapped children in special classes and, in some cases, into state schools. So you see, I can't miss this appointment. Come back to the office when you're through here, Mr. Floyd."

Miss Wilbur explained the county library's part in the school program. She told him how each school pays a fee to the library for the services of the school department. "The county library provides supplementary and professional books approved by the County Board of Education for use in the schools. A mobile unit visits all of the schools about four times a year with samples of books available. The teachers in the small isolated schools really appreciate this service. We take orders and deliver the books to the schools and pick them up when the teacher is through with them."

"I like this arrangement. I have read of similar plans in other states. In some states the county superintendent furnishes this service and in others a central service organization has been set up within the framework of the schools to provide these and other services—like your shared services. You have been most kind, Miss Wilbur, and I surely thank you."

"Come back and see us again anytime."

Mr. Floyd felt that he had never before been so much a part of a team. Everyone seemed to be interested in his problems and anxious to help. It was a good feeling. His previous experience had not prepared him for what he had found, and his enthusiasm showed as he re-entered the county superintendent's office.

"Mr. Brown, can I bother you once more? I wonder if someone here can help me find out about these new teachers I need?"

"Sure, we can. Sit right down. I'll buzz Mrs. Gilmore. She's in charge of the credentials and placement office. She helps teachers find jobs and helps administrators find teachers. Fitting the person to the job is an important aspect of her services. She knows the schools and the kind of people who will be most likely to succeed in each of them. We like to help both parties, teacher and district. Most of the districts have found that this service saves a lot of time and effort.

"Mrs. Gilmore, this is Mr. Floyd. Have you had time to arrange some interviews for him?"

"Yes, I have, Dr. Brown, and there are two teachers waiting to see him in my office right now."

Turning to Mr. Floyd, she continued. "I'd like to make a suggestion about these candidates before you interview them. Miss Breen is new to the county. She has had three years of experience in small rural schools in Wyoming. She has good recommendations and, as you will see, she has a nice personality. Her papers look good. She likes rural schools and would probably be happy at Wells. Mrs. Blake has about fifteen years experience in both rural and urban schools. She was unhappy in her last school. The principal says she is a good classroom teacher, but that she prefers to work alone.

"There is also a young man living in your community who has papers on file here. He works for his father on their ranch. He has never taught. His father is very active in local politics and in the past has been inclined to stir up trouble. I don't know this young man personally, but you might wish to inquire around about him. If you like, I will give you his papers.

"That's about the list, Mr. Floyd. After you talk to them, let me know if you want me to line up any others for you. Good picking!"

"Thank you, Mrs. Gilmore. It was good of you to do all of this for me. That's a real service to a fellow in my position, and I do appreciate it."

"That's just part of my job here, and you're certainly welcome to call on us. The credentials are all in order for these people, and they have been advised as to the requirements and procedures for renewals."

Mr. Floyd dropped back by the office to thank the superintendent for his courtesies and found him and the business consultant in conference.

"We were just talking about you, and R. J. is planning to drive over to your school the first of the week to go over your budget with you and check your building maintenance needs. After the preliminaries, we'll do what we can to help you."

"That's fine, sir. We will look forward to his visit. Thanks a lot."

The Intermediate Unit—A Source of Help

The intermediate unit is one of the most promising sources of help for every small school system. Admittedly, the services Andy Floyd found in his visit to the county intermediate office is not what most small school administrators would find by a comparable visit. But neither is Andy's visit entirely romance. Programs of shared services such as described do exist. And more are being developed. The point that should be recognized is that *the potential for shared services exists in every state*. And there is no state that is without need for cooperative effort.

The intermediate administrative unit, the office of the county superintendent of schools in most states, is an old office. In some states it was established by the state's original constitution. It began as an arm of the state to provide general administrative supervision for the school districts in the county or comparable area served. It began at a time when most school districts did not have, or even see any need for, a professional administrator of their own. (And indeed these intermediate superintendents were seldom professional administrators as conceived today.) The establishment of intermediate units preceded the general availability of secondary education programs, and even today in some states these offices concern themselves only with "rural elementary education." They preceded the great social and economic changes that have taken place in this country. They preceded school district reorganization, the transportation of pupils, and virtually every aspect of what is now included in a modern educational program. In many instances they gave leadership that helped educational innovations to be adopted; in many others they resisted what has or will prove to be inevitable.

The formal structure of intermediate units, the constitutional and legislative prescriptions, have made it most difficult to change and adapt as conditions have changed. In many states the office is still a political one, the superintendent need not have any professional administrative preparation or competence, and the absence of financial support for salaries or assistance is such as to virtually guarantee ineffectiveness. The intermediate unit as it now exists in many places is obsolete. *But not unnecessary.* What is needed is a new model to replace that now so out-of-date.

A further complication to intermediate unit effectiveness (or lack of it) is that until the past decade it was given very little attention. The great efforts which were put into the reorganization of local districts paid virtually no attention to the existing intermediate unit, except as intermediate leadership could assist in its accomplishment. As reorganization has been accomplished, the "functions" and "duties" of the intermediate office became even more obsolete. In a few instances the office has been abolished. In a few others it hangs on making little real contribution. But in others there has developed a new vision of service to districts and sufficient leadership to make such services a reality. Andy Floyd was fortunate to find such a situation in his county.

Enough is now known about the reorganization of local districts and the reorganization of intermediate units—how they should be structured, financed and staffed—that it is possible to conclude that *every school district, regardless of its size or location, can have access to a comprehensive program of educational opportunities.* This possibility is relatively new. It is as yet far from a reality. But it *will* come. And its coming can be hastened substantially as all school administrators, both in large and small school systems, discover the potential of shared service programs and work with other groups interested in establishing sound intermediate units capable of meeting today's needs. Even as now constituted, the intermediate unit can be a source of substantial help for most small school administrators. In most states it is certainly a first place to look for counsel and assistance.

The State Education Department

Education is a function of each state, and the state education department has more than a casual interest in the successful and effective operation of all the schools. It is the responsible agency of the state government. It is far more than a place to file annual reports.

At one time in the development of state education departments, an attempt was made to supervise instruction in local schools through some kind of "state supervisor." It was believed that an annual half-day visit in each small school could reveal the strengths and weaknesses of the staff and the school. Fortunately most state departments have become aware that hurried "supervision" or "inspection" of each local school accomplishes little other than the dissipation of state department staff strength.

The modern state department of education depends more upon leadership and consultative service than upon inspection. Horace Mann tried to make the Massachusetts State Department of Education a service agency more than 100 years ago. State services change slowly, but in recent years in many of our states some of the best, most easily available, and most used professional assistance for administrators has been found in state education departments. This teamwork of state consultants and local district and intermediate unit administrators has replaced the stereotyped inspector of the state agency.

Many state departments have organized departments through which consultative services are available for school building planning, curriculum development at both elementary and secondary levels, budgeting and finance, school district reorganization, transportation, and many other areas of special concern to every administrator. There are more professional personnel employed in state education departments at the present time than at any time in their history. So, too, is their level of competence to provide genuine assistance higher than ever before. These resources are on call to all. They are available to every small school administrator. He should be aware of the resources that are available and how they can be obtained. Modern state education departments have become primarily service agencies for schools.

And Then There Are Other Sources

There are many people and groups in every state and in nearly every community, large or small, interested in good schools and good education. Each has something to contribute if the way is made easy and if it is generally known that contributions are welcomed. Where the school has encouraged the constructive efforts of its PTA, mothers club, parent study group, library association, and others which may be organized in any given community, administrators have found substantial assistance available. Most small communities have access to other agencies—the county agricultural or home demonstration agent, the public health service, the law enforcement agency of either the locality or county, the local clergy, and many others. There are few small communities which do not have of their own, or have access to, a variety of specialized professional or semi-professional personnel. Not all will know how they can best contribute. They can be helped. But even preceding this must be a realization on the part of the administrator that these people have resources and interests which are completely in harmony with the objectives of the school.

Outside of most local areas are other resources, and some of these have a special interest in the educational programs and administration of small schools. The role of colleges and universities, both public and private, is illustrative. Their contribution to education does not stop with the graduation of the professionally prepared teacher or administrator. The professorial staffs of colleges and universities have a long tradition of giving consultative help and services to schools and administrators. The types of specialized help available through bureaus of research and field services are numerous indeed. Every small community school administrator would probably do well to know what is available and what needs to be done to use it to advantage.

Still another source of assistance that perhaps few realize is as near at hand as a letter or card is the professional association. State and national professional organizations exist to serve members of the profession. Many state education associations have research staffs who can supply teachers and administrators with pertinent information on many topics. The National Education Association through its Research Division or through its many specialized interests departments is a ready source of information and help. Need some data, a bibliography, some suggestions on how to do something that puzzles you, a source of help? Want to know if anyone has had some successful experience with a certain type of project? Have a question on finance, district reorganization, transportation, instruction, supervision, audio-visual equipment, salary schedules, leave policies, science equipment, public relations, or something else? Ever try a letter to the NEA? Professional associations are entirely service organizations and are a source of help often overlooked by small school administrators.

To Have Eyes and To See

As it was said long ago, it is possible to have eyes, yet see not. This peculiar kind of phobia can impede the progress of the school in the small community and the administrator. If the "blindness" is traceable to lack of information about where one can go for help, it can quickly be overcome. Resources and potential resources are everywhere. And seeking help is a sign of strength.

In Retrospect:

...... Small schools usually lack the pupil enrollments to be educationally self-sufficient. They must have help to insure a modern program of education.

...... The strong and the secure school administrators recognize their need for help in the improvement of education and actively seek it.

...... The intermediate administrative unit is fast developing into an agency specifically designed to serve local districts. The educational programs of small schools have the most to gain; and administrators can help speed the development.

...... The modern state education department has replaced the inspector with the consultant who can help in many ways.

...... Local resources for attacking educational problems should not be overlooked.

...... And don't forget the more specialized services of colleges and universities and those of our state and national professional organizations.

CHAPTER 7

The Challenge in Small Community Schools

THE typical school administrator in the United States works in a small twelve-grade school district. He can be distinguished from most superintendents in larger school districts by his direct involvement in all phases of administration. Central office staff members—directors, coordinators, or consultants—are seldom found in small school situations. The small school administrator must perform the functions assigned to assistants as well as those executed by the superintendent of a large system. In many instances he is the building principal as well as school district superintendent. He is not once or twice removed from where policies are put into effect. School problems reach his desk with little delay. The news of trouble in the system hits him almost the moment it occurs. His closeness to all that goes on within the school system puts him right on the firing line every day.

Standing close to it all can be a tremendous advantage. The organizational framework needed for efficient administration can be simpler under such conditions. Formal advisory committees, steering committees, administrative councils, and the like are parts of machinery necessary in large school situations. They can be replaced in small schools by the informality of frequent contacts and ease of reaching any staff member by a short walk down the corridor. The many face-to-face contacts make communication a relatively simple matter.

Informality is part and parcel of the way of life in small communities. Things get accomplished in small communities without elaborate ceremony or complicated machinery. The school located in the small com-

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munity can utilize this approach to good advantage. But this is not to imply that no formal structuring is necessary in the administration of the small community schools. There is no single pattern, however, which can be applied to all school systems. It is neither possible nor desirable to duplicate in small community school districts the administrative organization of the large district. *The structure developed should be based on the purposes to be achieved.* Due weight must be given to the resources available and the social setting of the administrative function. Informality can be carried to the extreme where lack of a systematic approach will result in disorganized effort and uncoordinated attacks on school problems.

"Administrivia"

Direct participation can degenerate to the point where the superintendent stands beside the janitor ready to hand him tools as the radiator is being repaired. There is a danger of applying a too literal translation to the old adage which states that "if you want a job done right, you'd better do it yourself." Trying to do every little thing could mean neglecting the big or important things.

A certain amount of detail work is required in every position. One of the occupational hazards in administration, however, is getting lost in the welter of administrative detail. The word "administrivia" was coined to describe the trivial details which can consume so much of the administrator's time. Leadership responsibilities suffer from neglect when people get entangled in the web of administrivia. This does not mean that details are unimportant and should be neglected. They are important and demand attention. The point of it all is that administrators should not let "de-tail" wag "de dog."

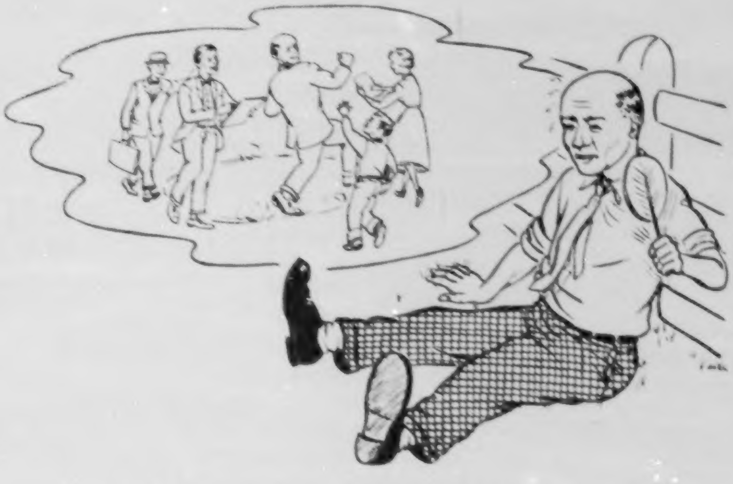
Is there a way out of the dilemma? There is a need for organization to reduce detail work to a most efficient routine. Delegation of authority to teachers and non-certificated workers is necessary if the details encountered in everyday administration are to be executed properly. The ease of communication makes it possible for the small school administrator to delegate the authority necessary to accomplish the details while at the same time keeping an accurate "feel" of the school system. Part of the problem of becoming a leader is realizing the need for delegation of authority and doing so without losing the "pulse." Actually this is more a test of the skill of an administrator than a dilemma.

Keeping in Touch

There is enough for the executive officer of the small community school district to do to keep him busy all day long and into the night. Knowing so many people so well invites involvement in most community functions as well as in school activities. As a result, some small school administrators are hesitant about taking time off from school to attend state, regional, or national conferences for administrators. To make matters worse, it's often difficult to convince some school boards in small communities of the importance of allocating money to defray the expenses of the school administrator while attending professional meetings.

Tending to the many chores at home is worthy of commendation. But to isolate oneself from the opportunities for professional growth is going too far. It was previously pointed out that it wasn't too hard for a small school administrator to get caught on a merry-go-round. It is then that activity begins to seem to justify itself. Means get confused with ends.

Is there a way to get off the treadmill that could lead to oblivion? When you got caught going so fast but getting nowhere, backing away to survey the situation was suggested. Reviewing the purposes of edu-



Backing off to appraise what you actually do is often necessary.

cation was also recommended. Attendance at professional conferences, joining professional organizations, and keeping up with professional writings can be added to the list. They are of value because they provide opportunities for an exchange of experiences. There is more of a chance to become acquainted with better practices. In short, they help a school administrator keep in touch with what's happening in his professional world.

A Review of Some Basic Challenges

One man's frustrations are another's challenges. There is a lifetime of challenges for the administrator of a small community school district. But he needs professional preparation to make him competent in the technical phases of administration as well as an understanding of what is involved in the leadership process and what is needed to meet the responsibilities that lie ahead.

Many troubles in small school situations take their rise in inadequate district organization. The need for satisfactorily organized local school districts should be apparent to all small school administrators. Each must also be prepared to provide the leadership necessary to promote desirable district changes. Some administrators have in the past had limited vision of educational needs and have impeded reorganization in an effort to perpetuate an unnecessary administrative post. Such actions are hardly professional. On the other hand, our nation owes a debt of gratitude to the many small school administrators who have virtually worked themselves out of an administrative position to promote better education for rural youth and children. These people of professional stature have placed educational improvement in the forefront.

There is a direct relationship between improved educational programs and school district reorganization. There is evidence to indicate that most of the recently reorganized school districts have to some degree enriched their elementary school program and expanded course offerings in the secondary school curriculum. The potential for improved educational opportunities within most of these reorganized districts is probably far greater still than what has as yet been achieved. The development of the intermediate unit as a service agency to local districts is one of the most promising developments for the small community in quest of a comprehensive educational program. As the possibilities of intermediate unit services are understood and service programs are developed and improved, the handicaps of smallness can be overcome and a comprehensive educational program achieved in nearly every small community school district.

The teacher shortage will remain for some time as one of the more persistent problems. It is felt more keenly in small school districts than in larger ones. Small schools need versatile teachers who are prepared and willing to teach in more than one subject area and don't object to extra curricular responsibilities. Such versatile teachers are hard enough to find when the supply is plentiful. Attracting teachers to the small community is one side of the problem; retaining those already there is another. Communities which take an active interest in the recruitment and retention of teachers provide a ray of hope in this period of a serious shortage of teachers.

Administrative relationships in small school districts are improving but remain a thorny problem nevertheless. In small communities there is somewhat more of a tendency for school boards to usurp the functions of superintendents, superintendents to assume the duties of the building principals, and principals, in turn, to interfere with the coaching of athletic teams. This chain reaction may stop at various points in different systems. Good school administration is as necessary in small schools as in larger ones, but efficient administration is difficult to achieve when those who lack professional competence concern themselves with administrative activity which requires the touch of a professional person. Teamwork in school administration can be furthered through the development of written policies. The contributions and functions of all members on the administrative team can be spelled out to minimize misunderstanding. A word of caution to the small school administrator is in order. Attack the problems of ill-defined relationships between boards and superintendents and also superintendents and principals. *Make the problem rather than persons the issue.*

There Is Help Available

There are more trouble spots in small school administration than those just mentioned. But there is also aid nearby to resolve problems. It was declared that democratic school administration was not just something fashionable but a way to tap the creativeness of staff members. More efficient operation is possible through democratic administration and the more effective utilization of resources—particularly human resources. People are a part of administration. Understanding the motives that drive people will yield dividends. But understand that when people are confronted with a problem they act as human beings and not as abstract minds.

Seeking the services of agencies from without the school district is an indication of personal strength. The more insecure a personality the less likely he is to invite an examination of the school system. Most small community school districts are not educationally self-sufficient even though the district structure may be justified. There is a need for the intermediate unit to supply vital educational services in small school districts. The intermediate unit of administration can be one of the important agencies to enable children attending schools in small communities to gain the many advantages of living in such areas without suffering a loss in the quality of educational opportunities available. The small school administrator should actively seek the important services of the intermediate unit rather than avoid being a part of it. Modern state education departments provide a variety of consultants who can contribute to the strengthening of small school systems. Universities and colleges in most states have had a long history of aiding the improvement of educational programs in small communities. State and national professional organizations can likewise be considered resources to be tapped in solving difficulties in local districts. The small school administrator need not walk alone wondering what to do about educational problems. The help of people outside the school district is his for the asking.

Administrators Are People, Too

Thus far the emphasis has been on the school administrator as a professional person confronted with a variety of problems found in small communities. But he is also a human being. It is more than likely that he is married and has a family.

Earning a livelihood and making professional contributions is just one aspect of his total self. It isn't right for a school administrator to completely neglect his family in order to fulfill the responsibilities of his profession. It would be hypocrisy of the worst type if the superintendent were to address a civic group on how the schools benefit when parents remain close to children, but, in order to make such an address and others like it, he had almost no time to spend with his own family. The children of superintendents reach adulthood too fast. It is no compliment to a professional man if he has to wait until his children are grown and gone before he realizes that he never enjoyed them as children and had even less opportunity to guide their growth into worthwhile citizens.

No man is indestructible. The continued pressure of professional responsibilities facing school superintendents may not be noticed as readily as continued physical punishment. But the effects are as devastating. They may take longer to be recognized. Other people are not the only ones who need a brief respite or a complete vacation from the job. An absorbing hobby can work the wonders of miracle drugs. It is necessary for the school administrator to get away from it all on occasion so that he can attack persistent problems with a fresh outlook rather than a tired approach. The ever increasing toll of heart attacks among the members of the profession makes this a serious matter and not one to be taken lightly. Superintendents are not supermen who can long continue to physically abuse themselves by hurried meals, insufficient sleep, and relentless pressure. The martyr complex will get a school administrator nowhere.

The Responsibility for Providing Good Schools

The administrator plays an important role in the small community school district. But providing good schools is not his sole responsibility. Schools are agencies established and supported by people. It is tempting for a person who is so closely related to all aspects of education to talk of *my* system, *my* teachers, and *my* school. This is acceptable if it implies a personal pride in all around him. It is careless talk if it connotes ownership or sole responsibility for education.

At times, the superintendent can find himself so personally tied up with the school that every time the board of education refuses to accept a given recommendation, he considers it a personal rebuke. He becomes unduly and emotionally upset when bond elections fail. It's well to be concerned but not to the point where the ability to logically examine the problem is replaced by emotional upheaval. This is apt to lead to ulcers or cardiac trouble.

The maturity of a man is measured best by his actions when things don't go his way. There always are times when things will go wrong. Setbacks are inevitable. But they must be appraised in an objective fashion. The quality of patience is born of understanding. It takes time for some communities to fully comprehend the importance of certain improvements in education. Resigning when things are not just right, is like running away. Little is accomplished. The real test of leadership ability of a superintendent is his reactions when things go wrong rather than when all is well and good.

Keep in mind that the responsibility for providing good schools rests with the entire community. Public school education is too big and too important to be entrusted to one man alone. He must do his share as an educational leader, but the entire community must do its share as well.

Some Last Words

There will always be a need for educational services in small communities. Small schools are necessary and a need for them will continue. They exist in large numbers. This is not a worship of smallness for its own sake but a recognition of the realities of present day and future America.

There are still too many school districts which are too small. As they presently operate, a large proportion of small schools fall far short of providing a desirable level of education. They may be doing the best they can with what they have, but this is not reason enough to deprive children the educational opportunities they need and must have. The reorganization of local administrative units must continue. Any substantial improvement of educational opportunities in rural areas is dependent upon it.

As with most complex situations, there are probably no simple or easy solutions to be used in all situations. But there is, certainly, no cause for pessimism. The many assets in small communities are lost in the description of the liabilities of inefficient district organization. With adequate district organization, schools in small communities can utilize their many assets and become really good schools. With the leadership of professionally prepared school administrators they become even better schools. With maximum utilization of human and material resources from within and without the local district they can achieve a quality of education which can be the envy of every larger school system.

We close on a note of hope and challenge to the members of the administrative team in small community schools. Wherever courageous, imaginative, and thoughtful leadership has been exerted, improved educational programs have resulted.

Official Records

Department of Rural Education, NEA

THE DEPARTMENT OF RURAL EDUCATION

The current year is a significant one for the Department of Rural Education. Beginning in 1957 the Annual Meeting will be held in October of each year instead of February as has been the practice. A change has also been adopted in regard to the manner in which officers for the Department will be nominated. The establishment of a Committee on Program and Policies for Rural Education in the United States and the development of active state committees represent additional efforts designed to assist the Department in developing its program more closely in line with the desires of members and the rural education needs of individual states.

The Department of Rural Education grew out of the Department of Rural and Agricultural Education authorized by the NEA Board of Directors in 1907. In 1919 it was reorganized under its present name. Since 1936 the Department of Rural Education has had the assistance of the NEA Division of Rural Service, with the same headquarters staff serving both.

Membership:	All persons working or interested in rural education are eligible for membership, provided they are members of the National Education Association.
Dues:	$4 per calendar year.
Benefits:	Members are eligible to attend the annual convention meetings of the Department, to vote, and to hold office. All members receive the Yearbook, the NEA *Research Bulletin* (4 issues per year), *Rural Education News*, and other publications as available.

The Department of Rural Education operates under a Constitution and Bylaws which provide for the organization of Divisions to serve special interest groups. Two divisions currently active are the Division of County and Rural Area Superintendents and the Division of Pupil Transportation.

The special committees of the Department have continued to deal with the problems of: the recruitment and preparation of rural teachers; rural life and education on the world scene; sociological impact of school district reorganization upon community organization and process. One of the special groups sponsored by the Division of County and Rural Area Superintendents is the National Commission on the Intermediate Administrative Unit.

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OFFICERS OF THE DEPARTMENT OF RURAL EDUCATION

(Terms expire in October 1957)

President—Ralph C. Norris, Superintendent, Polk County Schools, Des Moines, Iowa

Vice President—Mark Nichols, Director, Vocational Education and Agricultural Education, State Department of Public Instruction, Salt Lake City, Utah

Executive Secretary—Howard A. Dawson, Director of Rural Service, NEA, Washington, D.C.

Executive Committee

President, Vice President, Presidents of Divisions, plus:

W. E. Bishop (1961), Superintendent of Schools, Englewood, Colorado

Mary M. Condon (1960), State Department of Public Instruction, Harrisburg, Pennsylvania

J. C. Fitzgerald (1959), Director, Audio-Visual Education, Oklahoma A and M College, Stillwater, Oklahoma

W. E. Pafford (1962), Director, Division of Field Services, State Department of Education, Atlanta, Georgia

L. A. Roberts (1960), Superintendent of Schools, Dallas County, Dallas, Texas

Thomas E. Robinson (1958), President, State Teachers College, Glassboro, New Jersey

Howard G. Sackett (1958), District Superintendent of Schools, Lewis County, Port Leyden, New York

Mrs. Juanita Thompson (1961), Director of Rural Education, Kanawha County Schools, Charleston, West Virginia

Mrs. Viola Thompson (1962), Superintendent, Hennepin County Schools, Minneapolis, Minnesota

T. M. Verdin (1959), Director of Rural Service, Division of Instructional Services, Greenville County School District, Greenville, South Carolina

R. E. Harris, *Retiring President,* Superintendent, Caldwell County Schools, Lockhart, Texas

DIVISION OF COUNTY AND RURAL AREA SUPERINTENDENTS

(Terms expire in October 1957)

President—**BRYAN O. WILSON**, Superintendent, Contra Costa County Schools, Martinez, California

First Vice President—**WINSTON BROWN**, Superintendent, Waukesha County Schools, Waukesha, Wisconsin

Second Vice President—**R. J. LAWRENCE**, Superintendent, Bullock County Schools, Union Springs, Alabama

Executive Secretary—**HOWARD A. DAWSON**, Director, Division of Rural Service, NEA

Executive Committee

R. STAFFORD CLARK, Superintendent, Troup County Schools, LaGrange, Georgia

HELEN J. NELSON, Superintendent, Albany County Schools, Laramie, Wyoming

J. BRYAN RITCHIE (Deceased), Supervisor, Nevada County Schools, Prescott, Arkansas

JOHN A. TORRENS, Superintendent, Lee County Schools, Dixon, Illinois

HARRY W. GROSS, *Past President*, District Superintendent of Schools, Nassau County, Mineola, New York

DIVISION OF PUPIL TRANSPORTATION

(Terms expire in February 1958)

President—**W. EARL DARNELL**, Director of School Transportation, Greenbrier County, Lewisburg, West Virginia

Vice President—**MICHAEL J. HAGGERTY**, State Supervisor, School Transportation, State Department of Education, St. Paul, Minnesota

Executive Committee

WESLEY L. CAMP, Director of Transportation, State Department of Education, Oklahoma City, Oklahoma

LESTER C. WINDER, Director of Transportation, Normandy Consolidated School District, St. Louis, Missouri

LOUIS A. YANDELL, Supervisor of Public Transportation, Fayette County Schools, Lexington, Kentucky

PUBLICATIONS OF THE DEPARTMENT OF RURAL EDUCATION

Well under way in its development as this 1957 Yearbook goes to print is the 1958 Yearbook which is tentatively titled *Vocational Education for Rural America.* Since plans for the 1958 Yearbook were first proposed the Department has had the enthusiastic support of the American Vocational Association, and a number of its affiliated groups are represented on the Yearbook Committee. Also in process of development is a joint publication with the American Association of Health, Physical Education, and Recreation dealing with Physical Education for Small High Schools. In the planning stage is a series of pamphlets which will deal with specific concerns in the field of rural education.

Members of the Department's Committee on Publications and Constructive Studies during 1957 are:

BURTON W. KREITLOW, *Chairman* (1958), Professor of Rural Education, University of Wisconsin, Madison

LULU BARNARD (1959), Superintendent, Flathead County Schools, Kalispell, Montana

CLARA E. COCKERILLE (1961), Assistant Superintendent of Schools, Armstrong County, Kittanning, Pennsylvania

GLYN MORRIS (1962), Director of Guidance, Board of Cooperative Services, Port Leyden, New York

GORDON I. SWANSON (1960), Assistant Professor, Department of Agricultural Education, University of Minnesota, St. Paul

RECENT DEPARTMENT PUBLICATIONS

The following books and pamphlets are representative of the wide range of concerns which the Department of Rural Education serves through its publications. A complete list of publications and prices can be obtained directly from the Department's headquarters office on request.

YEARBOOKS

Teaching in the Small Community. Yearbook 1956. Robert S. Fox, editor. 222 p. Cloth, $3.

Rural Education—A Forward Look. Yearbook 1955. Report of the 1954 National Conference on Rural Education. 486 p. Cloth, $3.50.

Pupil Transportation. Yearbook 1953. Robert M. Isenberg, editor. 196 p. (Out of print)

OTHER PUBLICATIONS

Education Goes to the Fair. 1957. Prepared for the NEA Centennial Commission. 17 p. 50c.

Effective Intermediate Units—A Guide for Development. 1955. By the National Commission on the Intermediate Administrative Unit. 16 p. 25c.

The Education of Migrant Children. 1954. By Shirley E. Greene. 179 p. Cloth, $3.; Paper, $2.50.

Guidance in a Rural - Industrial Community. 1954. By Amber Arthun Warburton. 275 p. Cloth, $4.; Paper, $3.

Physical Education in Small Schools. 1954 Revision. By Elsa Schneider, editor. 158 p. Paper $1.

Guide for Analyzing a Pupil Transportation Program. 1953. By Robert M. Isenberg. 19 p. 50c.

ROSTER OF MEMBERS

THE DEPARTMENT OF RURAL EDUCATION

A Department of the National Education Association of the United States

This roster includes the active membership of the Department for the calendar year 1956 and all additional members enrolled prior to February 25, 1957. It is arranged by states, and lists alphabetically for each member his name, position and location, and official Department responsibilities. Street addresses are not given except where other information is not available. Libraries and institutional members are listed under their respective states following the listing of individual members.

ALABAMA

Boockholdt, J. H., Superintendent, Chilton County Schools, Clanton
Campbell, Martin V., Superintendent, Cullman County Schools, Cullman
Carroll, Thomas W., Superintendent, Covington County Schools, Andalusia
Coleman, Hulda, Superintendent, Lowndes County Schools, Hayneville
Dalton, W. Theo, Professor of Education, Alabama Polytechnic Institute, Auburn
Dickson, J. O., Superintendent, Etowah County Schools, Gadsen
Elliott, W. W., Superintendent, Shelby County Schools, Columbiana
Elmore, H. C., Superintendent, Pickens County Schools, Carrollton
Faught, Raymond E., Superintendent, Walker County Schools, Jasper
Greer, Hugh G., Superintendent, Monroe County Schools, Monroeville
Harden, Preston G., Superintendent, Autauga County Schools, Prattville
Hatch, Robert C., Supervisor of Instruction, State Department of Education, Montgomery
Hicks, Delbert, Superintendent, Jackson County Schools, Scottsboro
Holloway, Otto, Curriculum Laboratory, School of Education, Alabama Polytechnic Institute, Auburn
Honea, J. Wiley, Superintendent, DeKalb County Schools, Ft. Payne
Johnson, Kermit A., Superintendent, Tuscaloosa County Schools, Tuscaloosa: Advisory Council to the National Commission on the Intermediate Administrative Unit
Jones, W. J., Superintendent, Wilcox County Schools, Camden
Kuykendall, I. C., Superintendent, Barbour County Schools, Clayton
Lawrence, R. J., Superintendent, Bullock County Schools, Union Springs: State Committee Member; Second Vice-President, Division of County and Rural Area Superintendents
Lyon, W. Bemon, Superintendent, Marshall County Schools, Gunthersville
McGowan, W. C., Superintendent, Baldwin County Schools, Bay Minette
Mellown, Elgin W., Superintendent, Sumter County Schools, Livingston
Newell, C. Frank, Superintendent, Calhoun County Schools, Anniston
Norton, E. B., President, State Teachers College, Florence: Advisory Council to the Committee on Policies and Program for Rural Education
Philpot, Frank N., Supervisor of Instruction, Secondary Education, State Department of Education, Montgomery: State Director
Popejoy, W. E., Business Manager, Madison County Board of Education, Huntsville
Pruitt, C. A., Superintendent, Macon County Schools, Tuskegee
Self, David, Superintendent, Butler County Schools, Greenville
Simmons, I. F., Superintendent, Jefferson County Schools, Birmingham: State Committee Member; Special Committee on Scouting in Rural Schools
Smith, (Mrs.) Bessie C., Jeanes Supervisor, East Tallahassee
Smith, G. S., Supervisor of Instruction, Cullman County Schools, Cullman
Smith, O. Romaine, Youngfolks Editor, *The Progressive Farmer*, Birmingham
Tidewell, R. E., Assistant to the President, Stillman College, Tuscaloosa: Advisory Council to the Committee on Policies and Program for Rural Education
Torrence, Andrew P., Acting Head, Department of Agricultural Education, Tuskegee Institute
Wooten, Lester, Superintendent, Morgan County Schools, Decatur

INSTITUTIONAL MEMBER

Library, Alabama Polytechnic Institute, Auburn

ARIZONA

Chadwick, Daniel R., Head Teacher, Cave Creek District No. 03, Phoenix
✓Folsom, Sarah, Superintendent, Yavapai County Schools, Prescott
Haldeman, Della M., Teacher, Ganado School, Ganado
Ham, Gwyneth, Superintendent, Yuma County Schools, Yuma
Joslin, Louis F., Superintendent of Schools, Palo Verde
Martin, (Mrs.) Mary McCollum, Teacher, Retired, Eloy
Reece, (Mrs.) Florence, Superintendent, Pima County Schools, Tuscon: State Director
Smith, Harold W., Superintendent of Schools, Glendale

ARKANSAS

Anderson, Homer L., Supervisor of Schools, Ouachita County, Camden
Bell, N. H., Supervisor of Schools, Pope County, Russellville
Blanchard, H. H., Supervisor of Schools, Lawrence County, Powhatan

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Bollen, J. D., Supervisor of Schools, Faulkner County, Conway

Bradford, David E., Supervisor of Schools, Van Buren County, Clinton

Cassady, Robert S., Supervisor of Schools, Pike County, Murfreesboro

Castleberry, W. F., Supervisor of Schools, Prairie County, Des Arc

Chitwood, R. B., Superintendent of Schools, Lake Village

Clark, J. O., Superintendent of Schools, McGehee

Cooper, (Mrs.) Opal, Supervisor of Schools, Craighead County, Jonesboro

Dagenhart, R. S., Supervisor of Schools, Polk County, Mena

Forrest, M. D., Superintendent of Schools, Corning

Gaddy, Myrtle F., Supervisor of Schools, Jackson County, Newport

Griswold, J. G., Supervisor of Schools, Dallas County, Fordyce

Head, Robert A., Superintendent of Schools, Lamar

Holmes, O. G., Supervisor of Schools, Boone County, Harrison

Hughes, James M., Supervisor of Schools, Chicot County, Hermitage

Isenman, Ann, Arkansas Education Association, Little Rock

Keaton, William T., Superintendent, Conway County Training School, Menifee

Little, E. W., Supervisor of Schools, Green County, Paragould

Logan, Coy, Supervisor of Schools, Carroll County, Berryville

Loudermilk, H. C., Supervisor of Schools, Perry County, Perryville

McCuistion, Ed., Director of Negro Education, State Department of Education, Little Rock; State Committee Member; Advisory Council to the Committee on Policies and Program for Rural Education

McKenzie, A. R., Superintendent of Schools, Sheridan: State Committee Member

Moore, Fred, Supervisor of Schools, Jefferson County, Pine Bluff

Moore, G. H., Supervisor of Schools, Independence County, Batesville

Parker, Maurice R., Supervisor of Schools, Little River County, Ashdown

Polk, L. H., Supervisor of Schools, Crittenden County, Marion

Poteet, Custer, Supervisor of Schools, Conway County, Morrilton

Pyle, H. R., Executive Director, Arkansas State Teachers Retirement System, State Department of Education, Little Rock

Ritchie, J. Bryan, Supervisor of Schools, Nevada County, Prescott: Executive Committee, Division of County and Rural Area Superintendents (Deceased)

Roberts, Roy W., Head, Department of Vocational Teachers Education, University of Arkansas, Fayetteville: State Committee Member

Robinson, L. D., Supervisor of Schools, Clay County, Piggott

Ross, Clyde, Supervisor of Schools, Drew County, Monticello

Rozzell, Forrest, Executive Secretary, Arkansas Education Association, Little Rock: Advisory Council to the Committee on Policies and Program for Rural Education

Sheets, W. R., Supervisor of Schools, Garland County, Hot Springs

Shuffield, Cecil E., Supervisor of Schools, Howard County, Nashville: State Director; Advisory Council to the National Commission on the Intermediate Administrative Unit; Planning Committee, Southwest Regional Conference on Administrative Leadership Serving Community Schools

Smith, Earl, Supervisor of Schools, Randolph County, Pocahontas

Stuart, C. C., Supervisor of Schools, Desha County, Arkansas City

Sugg, B. A., Supervisor of Schools, Phillips County, Helena

Taylor, R. E., Superintendent of Schools, Barton

Thomasson, R. B., Supervisor of Schools, Clark County, Arkadelphia

Thornton, R. H., Supervisor of Schools, Grant County, Sheridan

Torry, Harry, Supervisor of Schools, Monroe County, Clarendon

Trice, (Mrs.) Grace B., Supervisor of Schools, Woodruff County, Augusta

Tucker, M. C., Supervisor of Schools, Johnson County, Clarksville

Wheat, M. Edward, Supervisor of Schools, Lonoke County, Lonoke

Whiteside, Dean H., Supervisor of Rural Education, State Department of Education, Little Rock

Williamson, Horace, Supervisor of Schools, Union County, El Dorado: Advisory Council to the Committee on Policies and Program for Rural Education

Institutional Member

Torreyson Library, Arkansas State Teachers College, Conway

CALIFORNIA

Bandy, Eleanor K., Superintendent of Schools, Yolo County, Woodland

Bequette, Albert F., Superintendent of Schools, Placer County, Auburn

Carroll, John S., Department of Education of California, Santa Barbara College, Goleta: Advisory Council to the Committee on Policies and Program for Rural Education

Clark, George W., Superintendent of Schools, Merced County, Merced

Caywood, Hal D., Superintendent of Schools, Santa Barbara County, Santa Barbara

Cohen, Milton S., Superintendent of Schools, Inyo County, Independence

De Avilla, Elsie, Teacher, Yreka

Denison, Alan M., Superintendent of Schools, Tuolumne County, Sonora

Gansberg, Lucille, Superintendent of Schools, Lassen County, Susanville

Gerholdt, Ann F., General Supervisor of Schools, Sonoma County, Santa Rosa

Gibson, (Mrs.) Bernice, Superintendent of Schools, Sutter County, Yuba City

Gibson, (Mrs.) Carmen, Director of Curriculum, Imperial County, El Centro

Greshan, Olin R., Superintendent of Schools, Imperial County, El Centro

Hall, Wallace W., Superintendent of Schools, Marin County, San Rafael

Hamilton, De Forest, Superintendent of Schools, Sonoma County, Santa Rosa

Hanson, W. Rolland, Superintendent of Schools, Lake County, Lakeport

Hardesty, Cecil D., Superintendent of Schools, San Diego County, San Diego: Advisory Council to the Committee on Policies and Program for Rural Education

Hart, Anna Marie, Supervisor of Schools, Weaverville

Hart, Leo B., District Superintendent of Schools, Pond: Committee on Rural Life and Education on the World Scene

Heffernan, Helen, Chief, Bureau of Elementary Education, State Department of Education, Sacramento: State Committee Member

Hill, (Mrs.) Margaret F., Teacher, Santa Barbara

Hoihjelle, Anne L., Curriculum Coordinator, San Diego County, San Diego: Advisory Council to the Committee on Policies and Program for Rural Education

Hood, (Mrs.) Marie L., Acting Administrative Assistant, San Diego County, San Diego
Houx, Kate, Consultant in Elementary Education, Santa Barbara County, Santa Barbara
Hubbard, O. S., Superintendent of Schools, Santa Clara County, San Jose
Jacobus, Gerald L., Superintendent of Schools, Kings County, Hanford
Johnson, Lloyd G., Superintendent of Schools, Colusa County, Colusa
✓ Johnson, Ray W., Superintendent of Schools, Riverside County, Riverside
Johnston, Lillian B., Educational Consultant, El Dorado County, Placersville
Kay, Clayton E., Consultant in Elementary Education, Riverside County, Riverside
Lien, Norman S., Superintendent of Schools, Santa Cruz County, Santa Cruz
Martin, Walter G., Superintendent of Schools, Fresno County, Fresno
McDaniel, Tennant C., Superintendent of Schools, Solano County, Vallejo
Meagher, Ray, Board of Education, Bakersfield
Motowski, John J., Agriculture Teacher, Lodi
Park, (Mrs.) Florence M., Principal, Fall Creek School, Hornbrook
Paul, John F., Curriculum Coordinator, San Diego County, San Diego
Price, Thomas B., County and District Superintendent, Mariposa County Unified School District, Mariposa
✓ Rhodes, Alvin E., Superintendent of Schools, San Luis Obispo County, San Luis Obispo: State Committee Member; Advisory Council to the Committee on Policies and Program for Rural Education; Co-Chairman, National Commission on the Intermediate Administrative Unit
Seidel, Vaughn D., Superintendent of Schools, Alameda County, San Leandro: State Director
Simmons, Linton T., Superintendent of Schools, Orange County, Santa Ana
✓ Stockton, Jesse D., Superintendent of Schools, Kern County, Bakersfield
✓ Stone, Gladys, Superintendent of Schools, Monterey County, Salinas
Taylor, John W., Superintendent of Schools, Mendocino County, Ukiah
✓ Thrall, C. Burton, Superintendent of Schools, San Bernardino County, San Bernardino
✓ Tierney, (Mrs.) Hallie M., Superintendent of Schools, Modoc County, Alturas
Tormey, James R., Superintendent of Schools, San Mateo County, Redwood City
Triggs, Dean E., Superintendent of Schools, Ventura County, Ventura
Trillingham, C. C., Superintendent of Schools, Los Angeles County, Los Angeles
Van Matre, (Mrs.) Clara E., Superintendent of Schools, Trinity County, Weaverville
Walter, R. B., Chief Deputy Superintendent of Schools, Los Angeles County, San Gabriel
Wapple, Robert J., Superintendent of Schools, Yuba County, Marysville
Williams, J. Post, Superintendent of Schools, Tulare County, Visalia
Wilson, B. O., Superintendent of Schools, Contra Costa County, Martinez: State Committee Member; Committee on Policies and Program for Rural Education; President, Division of County and Rural Area Superintendents, 1956-57; Advisory Council to the National Commission on the Intermediate Administrative Unit
Wishart, Blaine, Superintendent of Schools, El Dorado County, Placerville
Wood, (Mrs.) Helen Cowan, Consultant in Elementary Education, Fresno County, Fresno
Woodcock, P. F., Superintendent of Schools, Humboldt County, Eureka
Young, Keneth G., Director of Curriculum, Siskiyou County, Yreka

INSTITUTIONAL MEMBERS

California State Library, Sacramento
Curriculum Laboratory, County Schools Office, San Bernardino
Honnold Library, Claremont College, Claremont
Library, Humboldt State College, Arcata
Library, University of California, Berkeley
Library, Chico State College, Chico
Library, University of California, Davis
Library, Fresno State College, Fresno
Library, Santa Barbara County Schools, Goleta
Library, Los Angeles State College, Los Angeles
Library, University of California, Los Angeles
Library, University of Southern California, Los Angeles
Library, University of Redlands, Redlands
Library, San Jose State College, San Jose
San Diego State College, San Diego

COLORADO

Archer, (Mrs.) M. Adella, Superintendent of Schools, Fremont County, Canon City
Auld, Lucy C., Administrative Assistant, State Department of Education, Denver
Bishop, W. E., Superintendent of Schools, Englewood: Executive Committee of the Department; State Director; Committee on Policies and Program for Rural Education
Crawford, (Mrs.) Frances B., Superintendent of Schools, Clear Creek County, Empire
Cushing, Colbert E., Division of Field Service, Colorado Education Association, Denver: State Committee Member
Davidson, Reva, Superintendent of Schools, Prowers County, Lamar
Davies, Beulah L., Superintendent of Schools, Arapahoe County, Littleton
Elkins, (Mrs.) Geraldine, Superintendent of Schools, Routt County, Steamboat Springs
Ellsaesser, (Mrs.) Lydia, Superintendent of Schools, Kiowa County, Eads
Grauberger, (Mrs.) Janet, Superintendent of Schools, Logan County, Sterling
Heid, Bertha, Superintendent of Schools, Adams County, Brighton
Irwin, Frank L., Superintendent of Schools, Larimer County, Ft. Collins: State Committee Member
Johnson, R. H., Jr., Superintendent, District No. 1., Jefferson County, Lakewood
Kettle, Frances E., Superintendent of Schools, Custer County, Westcliffe: State Committee Member
King, Evelyn D., Superintendent of Schools, Elbert County, Kiowa
Latting, (Mrs.) Lucille H., Elementary Supervisor, State Department of Education, Denver
Lockwood, Marian, Superintendent of Schools, Morgan County, Fort Morgan
Lodwick, Paul N., Superintendent of Schools, Weld County, Greeley
Lytle, Ruth R., Superintendent of Schools, Otero County, La Junta: Advisory Council to the National Commission on the Intermediate Administrative Unit
McClaskey, (Mrs.) Cecile G., Superintendent of Schools, Cheyenne County, Cheyenne Wells
McNally, Mary C., Superintendent of Schools, Pueblo County, Pueblo
Martensen, Miriam, Superintendent of Schools, Jefferson County, Golden
Martin, (Mrs.) Hazel L., Superintendent of Schools, Bent County, Las Animas
Martinez, Polito, Jr., Superintendent of Schools, Costilla County, San Luis
Maxwell, (Mrs.) Vivian J., Superintendent of Schools, La Plata County, Durango

Metzler, Robert F., Superintendent of Schools, Douglas County, Castle Rock
Nelson, Frances, Superintendent of Schools, Huerfano County, Walsenburg
Pennock, Glen Wildman, Superintendent of Schools, Boulder County, Boulder
Savage, Martha, Superintendent of Schools, Delta County, Delta
Shewalter, (Mrs.) Bess M., Superintendent of Schools, Chaffee County, Salida
Stone, (Mrs.) Mary M., Superintendent of Schools, Rio Grande County, Monte Vista
Sweeney, (Mrs.) June, Superintendent of Schools, Moffat County, Craig
Watson, (Mrs.) Carolyn, Superintendent of Schools, Hinsdale County, Lake City

Institutional Member

Library, Adams State College, Alamosa

CONNECTICUT

Bouteiller, (Mrs.) Harriet Day, Rural Supervisor, Pleasant Valley
✓ Graff, George E., Superintendent of Rural Education, State Department of Education, Rockville
Gustin, Margaret, Elementary Supervisor, State Department of Education, Unionville
Hoctor, Cathryn R., Elementary Supervisor, State Department of Education, New Haven
Hopkins, Natalie A., Elementary Supervisor, State Department of Education, Waterbury
Irvine, William L., Superintendent of Rural Education, State Department of Education, Willimantic: State Committee Member
Larson, Viola M., Elementary Supervisor, Newington
McDonald, (Mrs.) Helen B., Elementary Supervisor, State Department of Education, Winstead: State Committee Member
Nichols, Marjorie H., Elementary Supervisor, State Department of Education, Putnam
Nybakken, Ernest O., Chief, Bureau of Rural Supervisory Service, State Department of Education, Hartford: Executive Committee of the Department; State Director, Advisory Council to the National Commission on the Intermediate Administrative Unit
Outlaw, Guy T., Teacher, Andover Elementary School, Andover
Seidel, Ida E., Elementary Supervisor, State Department of Education, Willimantic
Stoddard, Paul W., Principal, Housatonic Valley Regional High School, Falls Village
Walker, (Mrs.) M. E., The Educational Publishing Company, Darien

DELAWARE

Afflerbach, Calvin E., Rural Elementary Supervisor, State Department of Public Instruction, Wilmington: State Committee Member
Baltz, Austin D., Principal, Oak Grove School, Elsmeer: State Committee Member
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